

103
**HEARING ON THE DOMESTIC VOLUNTEER SERVICE
ACT (DVSA) AND THE NATIONAL
AND COMMUNITY SERVICE ACT**

Y 4. ED 8/1:103-10

Hearing on the Domestic Volunteer S...

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BEFORE THE

**SUBCOMMITTEE ON SELECT EDUCATION
AND CIVIL RIGHTS**

OF THE

**COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES**

ONE HUNDRED THIRD CONGRESS

FIRST SESSION

HEARING HELD IN WASHINGTON, DC, FEBRUARY 25, 1993

Serial No. 103-10

Printed for the use of the Committee on Education and Labor



U.S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1993

69-999 --

For sale by the U.S. Government Printing Office
Superintendent of Documents, Congressional Sales Office, Washington, DC 20402

ISBN 0-16-041167-X

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HEARING ON THE DOMESTIC VOLUNTEER SERVICE ACT (DVSA) AND THE NATIONAL AND COMMUNITY SERVICE ACT

THURSDAY, FEBRUARY 25, 1993

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON SELECT EDUCATION AND CIVIL RIGHTS,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The subcommittee met, pursuant to call, at 9 a.m., Room 2261, Rayburn House Office Building, Hon. Major R. Owens, Chairman, presiding.

Members present: Representatives Owens, Payne, Sawyer, Scott, and Ballenger.

Also present: Representative Reed.

Staff present: Maria Cuprill, Braden Goetz, Wanser Green, Sylvia Hacaj, Paul Seltman, Kathleen Gillespi, and Sally Lovejoy.

Chairman OWENS. The hearing of the Subcommittee on Select Education and Civil Rights will come to order.

Today's hearing marks the beginning of the work of the subcommittee to reauthorize the Domestic Volunteer Service Act and the National and Community Service Act. President Clinton has announced that he will soon be transmitting to the Congress legislation which will expand national service opportunities for all Americans. This is a very bold and exciting initiative and we look forward to working with the President and the other subcommittees of jurisdiction in the months to come.

Eli Segal, the Director of the White House Office of National Service, has indicated that the President's plan will build upon existing programs and institutions, both those within the Federal Government and others throughout the Nation. They are determined not to reinvent the wheel. This is something that this subcommittee very much supports.

For this reason, the focus of today's hearing is on existing models of full-time national service and what we can learn from them as we seek to strengthen and expand opportunities for all Americans to serve our Nation. We will hear today about Youth Corps programs, the Tri-State Delta Service Corps, and the 29-year-old Volunteers in Service to America (VISTA), the grandfather of domestic service programs, whose great accomplishments are often neglected—VISTA's great accomplishments are often neglected by the news media. Several years ago then Governor Bill Clinton wrote of the VISTA program:

"The VISTA concept was ingenious. Its goal was great social advancements, but it began its work in what we now see as the obvious place: in the communities where that need was the greatest. VISTA taught us about the importance and power of people building from within. VISTA projects relied on the essential dignity and hard work of people within poverty communities and demonstrated that the effective use of resources and planning would produce positive results, but only if the people themselves maintained the effort. VISTA volunteers did more than just teach; they inspired others to learn."

Today's witnesses are working on the vanguard of America's national service movement. As we move toward enacting a new national service initiative, we look forward to hearing from them about what works, what doesn't work, and where we should go from here.

[The prepared statement of Hon. Major R. Owens follows:]

STATEMENT OF HON. MAJOR R. OWENS, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF NEW YORK

Today's hearing marks the beginning of the work of the subcommittee to reauthorize the Domestic Volunteer Service Act and the National and Community Service Act. President Clinton has announced that he will soon be transmitting to the Congress legislation which will expand national service opportunities for all Americans. This is a very bold and exciting initiative and we look forward to working with the President and the other subcommittees of jurisdiction in the months to come.

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"The VISTA concept was ingenious. Its goal was great social advancements, but it began its work in what we now see as the obvious place: in the communities where that need was the greatest. VISTA taught us about the importance and power of people building from within. VISTA projects relied on the essential dignity and hard work of people within poverty communities and demonstrated that the effective use of resources and planning would produce positive results, but only if the people themselves maintained the effort. VISTA volunteers did more than just teach; they inspired others to learn."

Today's witnesses are working on the vanguard of America's national service movement. As we move toward enacting a new national service initiative, we look forward to hearing from them about what works, what doesn't work, and where we should go from here.

I yield to Mr. Ballenger for an opening statement.

Mr. BALLENGER. Thank you, Mr. Chairman. First of all, let me thank you and the witnesses here today for accommodating the Republican members of this subcommittee by rescheduling this hearing earlier this morning. I know how difficult it is for people to rearrange flights, and I hope that we didn't inconvenience anyone too much, but we felt it was important for us to be able to hear some of the testimony from our witnesses today as we begin our first hearing on the issue of national service.

I want to welcome all of our witnesses here today and apologize in advance for having to leave early.

I am particularly interested in how our current national service programs, funded at over \$460 million, primarily through the ACTION Agency and the Commission on National and Community Service, fit into the \$3 billion initiative that President Clinton has proposed in his economic stimulus package. It seems to me that we should examine our current programs thoroughly, through this and other hearings, to see if we can build upon existing programs rather than creating new ones.

I am also interested in hearing from the witnesses as to how much cost is involved to fund a volunteer in their respective programs and a breakdown of those costs. For example, the ACTION Agency estimates that the cost per VISTA volunteer in 1993 is \$11,837, while the City Year program in Boston estimates the cost per volunteer to be around \$20,000, which is a significant difference. Why is there such a difference and what are those dollars buying?

Finally, I would like to know what types of activities volunteers participate in through these different programs and how sufficient the community becomes once the volunteer has left.

The administration has made national service a priority for our agenda this year, and I think it is appropriate that the two largest national youth service programs, VISTA and the National and Community Service Act, are up for reauthorization this year. The role of these programs need to be examined if national service is going to be implemented on a much larger scale.

Again, I thank you, Mr. Chairman, for rescheduling this hearing, and I look forward to hearing from our witnesses.

Thank you, sir.

Chairman OWENS. Thank you.

I am pleased to welcome to the committee a new member, the gentleman from Virginia, Mr. Bobby Scott. I yield to him for an opening statement.

Mr. SCOTT. Thank you, Mr. Chairman, for the opportunity to say a few words. I look forward to working on the Subcommittee on Select Education and Civil Rights. It is a very exciting area, and I look forward to working with you and the other members of the committee.

Mr. Chairman, I wholeheartedly support the reauthorization of the Domestic Volunteer Service Act. This Act will allow us to continue to support ACTION and VISTA programs designed to help the poor, the disadvantaged, and the elderly, and those who are most vulnerable in our community. I believe that part of what makes America strong is our commitment to volunteerism. We have always relied on the talents of our citizens to augment our workforce. Big Brothers and Big Sisters have provided that extra nurturing that has meant so much to countless young boys and girls. Many of us have worked with the Boys and Girls Clubs, food banks, fraternities and sororities on civic projects designed to make our communities a better place in which to live. We know that through service the volunteers are able to enhance our public and private programming far beyond what our tax dollars can pay.

Mr. Chairman, earlier this week I was in my district meeting with the management of our largest employer, Newport News Shipbuilding, and while discussing efforts to enhance their projects on an international market, almost casually one of the top level engineers mentioned that many of his staff volunteer during their lunch hour, on their own time, at a local inner city middle school. They are trying to make math and science more relevant, more interesting and more understandable to these students. These engineers are quietly making a difference in my home town, and they are not asking for our praise and gratitude, but they are certainly deserving.

My district will be represented today very ably on the second panel by Beverly Boyd of Park Place Shelter for the Homeless and Dee Dee Brown of Elm Avenue Center for Health. I know of their work, and I know that the city of Portsmouth will feel a true loss if either of these programs are ended. But more importantly, I know the fuel that runs Park Place and Elm Avenue Center is the volunteer spirit, the volunteer support, and the volunteer commitment.

Mr. Chairman, I look forward to the hearing today, and the witnesses from my district and across the country. Thank you.

Chairman OWENS. Thank you.

[The prepared statements of Hon. Thomas C. Sawyer and Hon. Donald M. Payne follows:]

STATEMENT OF HON. THOMAS C. SAWYER, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF OHIO

Suddenly, volunteering is an idea whose time has come.
Again.

President Clinton made a national service program for students a centerpiece of his campaign.

Almost every day newspapers around the country have articles about community service programs.

This committee and Congress have long recognized the importance and value of volunteer programs.

The Domestic Volunteer Service Act was first passed in 1973, and the National and Community Service Act in 1990.

These laws recognized the importance of Federal support to create a network of community service opportunities.

We knew that there were many Americans, of all ages and in every economic group, who were willing to give their time and energy to organized volunteer programs to help others.

As a result of the Domestic Volunteer Service Act and the National and Community Service Act we have a variety of volunteer programs in place,

some of which might be expanded into a national service program,

others which might be used as models to design larger programs (such as the YouthBuild program, which grew out of a smaller movement in our Chairman's ((Owens)) District).

I am glad to take part in the reauthorization of these laws, and look forward to hearing the testimony of our witnesses.

STATEMENT OF HON. DONALD M. PAYNE, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF NEW JERSEY

Mr. Chairman, let me commend you for calling this hearing on the Domestic Volunteer Service Act and the National and Community Service Act.

This country has a long tradition of supporting community service programs. Millions of Americans are literacy volunteers, volunteers at hospitals or nursing homes or serve as big brothers or big sisters.

I have been involved in community service projects all of my life, and I served as the national President of the YMCA, which has a network of thousands of volun-

teers worldwide who are involved in many athletic, social and educational activities that benefit our society.

These programs provide a tremendous service to the community and enhance the life of the volunteer as well. In today's society which is filled with so many social and economic problems, we need to encourage volunteerism on every level.

Additionally, I am very pleased that President Clinton has emphasized community service as one of his administration's most important initiatives.

I would like to welcome all of the witnesses, and I would like to give an extra special welcome to Ms. Merlene Mazyck, Program Director for New Jersey Youth Corps of Newark. The motto of the New Jersey Youth Corps of Newark is "Attitude, And Aptitude, Determines Altitude." The corps members have taken this motto to heart as they help others by going out into the community for 5 hours every day and providing various services including feeding the hungry, working with the elderly and cleaning abandoned buildings.

They also help themselves by acquiring training and skills. I commend your efforts Ms. Mazyck.

Mr. Chairman, I look forward to hearing the testimony.

Chairman OWENS. We are pleased to welcome as our first panel Ms. Billie Ann Myers, Director of the Delta Service Corps, Little Rock, Arkansas; Ms. Merlene Mazyck, Program Director, New Jersey Youth Corps of Newark, New Jersey; and Ms. Kathleen Selz, the Executive Director of the National Association of Service and Conservation Corps, Washington, DC.

Welcome. And we have copies of your written testimony. So I would like you to take from 5 to 7 minutes to highlight your testimony. You can elaborate on any other points you want to make during the question and answer period.

We will begin with Ms. Billie Ann Myers.

STATEMENTS OF BILLIE ANN MYERS, DIRECTOR, THE ARKANSAS DIVISION OF VOLUNTEERISM, AND THE DELTA SERVICE CORPS; M. MERLENE MAZYCK, PROGRAM DIRECTOR, NEW JERSEY YOUTH CORPS OF NEWARK, NEWARK, NEW JERSEY; KATHLEEN SELZ, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF SERVICE AND CONSERVATION CORPS

Ms. MYERS. Thank you, Chairman Owens. I appreciate the opportunity of being here to speak with you this morning about these important matters, particularly about full-time service opportunities and the matters related to the reauthorization of the Domestic Volunteer Service Act and the National and Community Service Act. The citizens of Arkansas and our Nation have benefited from programs in both of these, and we are grateful that you understand the importance of these Acts to the service field.

My testimony will cover information on the structure, activities, and benefits of the Delta Service Corps that was funded under the National Service Act of 1990 and some policy recommendations on national service. Additionally, I would like to make some general observations about the two Acts under consideration. Both of these are excellent and they have excellent programs that do not seem to conflict with one another, at least from the field's perspective where we are.

One thing, the Domestic Services Act programs as currently funded are somewhat limited in their scope, and I think perhaps not as inclusive as would be appropriate for today's society. We support the comprehensive State plan and the establishment of inclusive, broad-based State advisory boards that are recommended

in the National Service Act. And, we feel that until some better strategy is developed that the States seem to be the most feasible, consistent and standard administrative unit. That does not mean that the national service initiative should not also include non-profits in the field. I would be happy to explain that further if you would be interested.

We also strongly support the continuation of the independent commission that is currently the administrative agent for the National Service Act.

Now, to the Delta Service Corps. The Delta Service Corps is a joint project of three States of the Lower Mississippi Delta: Arkansas, Louisiana and Mississippi. The purposes of this Corps are to promote the ethic of civic responsibility, develop a structured way for citizens over the age of 17 to give significant service, and provide qualified, trained, and motivated individuals to serve in these community-based organizations on community priorities. It will also develop a test of a national service model that is based on the concepts of both the National Guard and VISTA.

The structure of the Delta Service Corps is based on the National Guard, particularly in its relationship between the Federal Government and the States and in its management through teams and squads. The Delta Service Corps is administered by a Corps headquarters, which represents the Federal Government in the model, and a State headquarters in each of the three States. There is also a Tri-State Policy Advisory Council that is appointed by the three Governors and serves to provide guidance and oversight.

The DSC recruits citizens from across all three States and places them specifically in community-based organizations in the Delta-designated counties. There are about 132 of these counties, and we currently have placements in 47 of the 132 counties.

Each State implements the Delta Service Corps through existing organizational structures within the State. In Arkansas, the Division of Volunteerism is the lead agency, and we operate the Arkansas Corps through two non-profits, one in eastern Arkansas and one in central Arkansas. Louisiana's lead agency is the Office of the Lieutenant Governor, and it works through the Volunteer Centers in Baton Rouge, New Orleans and Monroe. In Mississippi, the Department of Education is the lead agency, and they have assistance from a for-profit agency with headquarters in various cities in the Delta.

The field management in each of these States is carried out by team leaders. These team leaders are participants themselves with specialized leadership skills and training.

We have both full- and part-time participants. Twenty-five percent of our Corps is over the age of 60. Currently we have 225 participants in these 47 counties, and the diversity of the Corps is extensive ethnically and represents both sexes. Our age range is from 17 to 82; in education, we have some people completing high school this year and others who have master's degrees. There is a wide range of economic and social backgrounds among the participants as well.

From VISTA we borrowed the individual placement policy. We place these individuals in service positions in community-based, non-profit and government agencies at the county level. A staff

person from the site is responsible for on-the-job supervision; support for the individual placement outside of the job is provided by the team leader and the members of the team.

Included in our program activities are a wide range of services that the individual placement policy provides. We also have team signature projects and service learning activities through the team members. These placements are so diverse in nature that they run from tutorial programs to at-risk youngsters in alternative education to coastal erosion and public park facilities. So it is very wide-ranging.

Most of the participants provide, in addition to their service placements—by the way, full-time is a minimum of 40 hours, part-time a minimum of 9 hours per week—additional services. An example of that is in Louisiana. Jerry Monier is presently working with one of the parishes on the coastal erosion program that affects 19 of the parishes of Louisiana. That is his full-time position. But 20 hours a week he is also directing a new Head Start program in his community, and he is doing that as a volunteer. So we know that what we are getting back is much more than we are putting in as far as the Federal Government is concerned.

The signature projects will be identified by the teams and they will focus on community needs and priorities as the team members understand them, after they are experienced working in the communities. In recruitment we have used a wide range of recruitment techniques. That was one of your questions. We have used public broadcasting. We have had great cooperation from press and electronic media. But we have also done a lot of typical volunteer recruiting, which is one to one—one person asking another one, word of mouth, passing it around. We have done some targeted recruiting in special groups.

Our program benefits follow the guidelines of the National and Community Service Act. All of our full-time participants and our seniors receive stipends or cost-of-living reimbursements. They also receive post-service benefits of \$5,000 per service year. Part-time recipients receive no stipends but do receive post-service benefits of \$2,000 per year.

We have provided health insurance for all the full-time participants, and we have provided accident and liability insurance for the part-time participants and the seniors. This covers them during their actual service time.

Other benefits they receive is that—I am in uniform today, and all of our participants do receive uniforms, their supplies. They receive extensive training, up to 3 weeks of on-campus training. Sometimes they receive transportation support, relocation support and child care support where it is needed.

The benefits to the community are immeasurable. We don't have any—we can measure hours, we can measure significant contributions, but we will never be able to measure, I don't think, the empowerment that comes from individual citizens learning that they in fact do have control over the solutions in their communities, and we feel that it is going to have a significant long-range responsibility.

Mr. Scott, I agree with you that historically this country has solved its problems beginning with its volunteer community, and I

would like us never to do anything that would damage that in any way. Because I think most of whatever we accomplish in volunteerism will be through the voluntary grass-roots efforts organized to meet perceived priorities by citizens.

But it has been said that service is the responsibility of each of us, and that it is the rent that we pay for the space we occupy in the communities where we live. I believe that no one can be denied the opportunity to fulfill that obligation and would hope that all of us will see to it that all Americans have this opportunity.

So with that I offer the following policy recommendations: that the national service initiative allow for participation by people of all ages and life circumstances to provide the biggest benefit to this country; that the structure of the national service initiative be built upon existing networks of Federal, State and local public and private non-profit agencies rather than creating a massive new anything; that organizations and agencies engaging service participants be provided guidelines and training to create meaningful job assignments. I think this may be a limitation of both of the current Acts in that emphasis is on the participant and training rather than on the agency and training the agency to make good use of the skills and services in providing a meaningful experience for the participant.

National service participants will provide services not currently provided by either paid or volunteer people. I think that what we have here is an emphasis on paid, not displacing paid staff. I think we must be careful not to displace volunteers as well. We are looking to create new opportunities, not to take away any of the opportunities, paid or volunteer.

That participation would be voluntary and not mandated. That post-service benefits would be broadened to include student loan forgiveness, continuing education, down payment on a home, and seed capital for a new business. The national service initiative would provide public-private partnerships and create new Federal resources to leverage State, local and private funds, rather than create new programs.

I would also wish that it would be bipartisan at every level, locally through the Federal Government; that the length of commitment of service would not be as long as it is in the current national service bill, but would be a minimum of 1 year for full time and for part-time service, and a minimum of 3 months for seniors.

The range of the program would be diverse enough to include not just full-time participation but part-time participation, because I think that more realistically fosters the ethic of service; that national service initiatives would include developing elementary, secondary and postsecondary curricula which would feature courses in service learning and that the national service initiative post-service benefits and living allotments would be exempt from Federal income tax and for determining eligibility in the benefits of the Social Security Act.

Again, I thank you for this opportunity to express my opinion and appreciate the work that you will be doing on our behalf.

Chairman OWENS. Thank you very much.

[The prepared statement of Ms. Myers follows:]

**TESTIMONY OF BILLIE ANN MYERS, DIRECTOR OF
THE ARKANSAS DIVISION OF VOLUNTEERISM AND THE DELTA SERVICE CORPS**

**SUBCOMMITTEE ON SELECT EDUCATION AND CIVIL RIGHTS HEARING ON THE RE-
AUTHORIZATION OF THE DOMESTIC VOLUNTEER SERVICE ACT AND THE NATIONAL AND
COMMUNITY SERVICE ACT**

Chairman Owens and members of the committee, thank you for this opportunity to speak to you today about full-time service volunteer opportunities and other matters related to the re-authorization of the Domestic Volunteer Service Act and the National and Community Service Act. The citizens of Arkansas and the nation have benefited by both of these acts and we are grateful for your understanding of the importance of these laws to the service field.

My testimony will cover information on the structure, activities, and benefits of the Delta Service Corps, funded under the National and Community Service Act of 1990, and policy recommendations on national service for your consideration. Additionally, I would like to make some general observations about the two acts under consideration for re-authorization. There are excellent programs authorized under both acts and the programs do not seem to be in conflict with one another.

- * The Domestic Volunteer Service acts programs currently funded tend to be more exclusive than is appropriate in today's society. I suggest that serious consideration be given to this aspect before re-authorization.
- * We support the comprehensive state plan and the establishment of inclusive, broad based state advisory boards recommended under the National and Community Service Act.
- * We recommend that until some better strategy is developed, states remain the most feasible, consistent and standard administrative unit. However, stronger language will be required to ensure that states are inclusive in their planning and implementation process.
- * We also strongly support the continuation of the independent commission as the administrative agent for the National and Community Service Act. Its composition will ensure a continuing citizen influence in the outcome of National Service Initiatives as well. For this reason I suggest that you consider placing oversight of all National Service Initiatives under the Commission on National and Community Service.

THE DELTA SERVICE CORPS

The Delta Service Corps is a joint project of the three states of the lower Mississippi Delta- Arkansas, Louisiana and Mississippi. The purposes of this corps are:

- * to promote the ethic of civic responsibility and develop a structured way for any citizen over the age of 17 to make a significant time commitment to serving others;
- * to provide qualified, trained, and motivated individuals to serve in community based organizations working on community identified priorities; and
- * to develop and test a national service model based on concepts and structure borrowed from VISTA and the National Guard.

Structure-

The structure of the Delta Service Corps(DSC) is similar to the structure of the National Guard both in the relationship between the federal and state governments and in the management through teams(squads) and is designed to facilitate regional networking and coalition building. The DSC focuses on the assets and capacities of the region instead of the deficiencies and therefore can identify strengths and resources often overlooked when the focus is on deficiencies.

The Delta Service Corps(DSC) is administered by a Corps Headquarters, representing the federal government in the model, and a state headquarters in each of the three cooperating states. A tri-state policy advisory council appointed by the three governors provides guidance and oversight. This structure ensures that the DSC will be consistent in operation, policy, and quality while allowing for the different resources, priorities, and comprehensive plans for the three states. The focus of the DSC is the lower Mississippi Delta; however, the model will function equally well addressing national or other regional initiatives.

The DSC recruits citizens statewide and places them in the counties/parishes that are designated as Delta counties/parishes in the three states by the Lower Mississippi Delta Development Commission. Criteria for participants and sites are the same throughout the Corps. There is one common evaluation, training and record keeping process. The marketing and recruiting of participants and sites is also coordinated among the states.

Each state implements the DSC at the state level through organizational structures according to existing state resources and

priorities. In Arkansas, the Division of Volunteerism is the lead agency and operates the Arkansas Corps through two non profit agencies in Little Rock and West Memphis. Louisiana's lead agency is the Office of the Lieutenant Governor, which works with the Volunteer Centers in Baton Rouge, New Orleans and Monroe. The Lead Agency in Mississippi is the Department of Education and it operates with the assistance of a for-profit agency, with components in several Delta cities. The field management in each state is carried out by the ten team leaders assigned to each state. These team leaders are Delta Service Corps participants with special leadership skills and training.

There are both full and part time participants in the Delta Service Corps. Up to 25% are over the age of 60 and serve in the Senior Corps. To date there are 225 participants placed in 47 of the three states' 132 delta counties. The diversity of the Corps is represented by the inclusion of Hispanics, African Americans, and Caucasian of both sexes to reflect the demographic makeup of the participating states. Participants range in age from 17 to 82 and in education from completing high school or GED this year, to masters degrees. There is also a wide range of economic and social backgrounds among the participants.

Participants are placed individually in service positions in community based non-profit and government agencies called Service Opportunity Sites. A staff person from the site has responsibility for on the job supervision. Each participant is also assigned to a Delta Service Corps Team Leader who counsels and mentors the participant and supervises Corps related activities.

This year all participants have been trained at one training site. The training plan incorporates philosophy of service, leadership development, team building, community development, history of citizen service and volunteer program management. All participants receive one week of basic training and full-time participants receive one week of advance training in community program development and implementation. Team leaders receive an additional week of specialized training in supervision and management. Other training opportunities are provided based on individual and job needs.

Program Activities-

Included in the program activities are the services provided in the individual placements, the team Signature Projects, and the service learning activities. All of the individual service placements address one

of nineteen initiatives identified by the delta communities in the 1990 report of the Lower Mississippi Development Commission. These placements are diverse in nature and include the following types of projects:

a) tutorial programs for at-risk youth in after school settings; b) alternative learning environments for troubled and at-risk youth; c) early childhood development programs; d) senior citizens and programs for aged; e) GED and adult literacy programs; f) substance abuse counseling and prevention programs; g) 911 emergency system programs; h) programs providing transitory housing for homeless individuals; i) leadership development of at-risk youth through scouting programs; j) programs providing adult protective service to at-risk seniors; k) outreach programs targeting populations at risk for diabetes; l) food pantry/clothing programs; m) parenting programs; n) rural medical transportation; and o) programs addressing coastal erosion and public park facilities.

Most participants are providing services in addition to their formal placements. Three examples:

- * In Arkansas, Edward Jackson and Walter Cross are both assigned to the Alternative Learning Center in Little Rock. This school based program provides an alternative learning environment for troubled students enrolled in the Little Rock Public School District. Their primary responsibilities are those of lay counselor and assistant teacher. In addition to their duties, both Jackson and Cross are working with some of the local street gangs in the city through another program "New Futures for Little Rock Youth."
- * In Louisiana, Jerry Monier is presently working with Lafourche Parish Council, a government agency, improving the serious problem of coastal erosion that severely affected residents from 19 Louisiana coastal parishes. In addition, Jerry will work 20 hours per week as Director of a new Head Start Center in Lafourche Parish. He will implement both Parenting Skills and Adult Literacy Programs.
- * Mrs. Vera Allen, in Mississippi, is a part-time Delta Service Corps participant, with a full-time heart. She is the mother of eight children of whom all have completed high school and seven have graduated from college. She volunteers nine hours per week as a teacher's assistant in the Humphreys County School System in Belzonia. "But", Mrs. Allen says, "sometimes you have to look the children in the eye, and ask 'Please come to school'." So, Mrs. Allen visits the homes and makes a personal effort to encourage the child to stay in school and the family to solve any problems it might be having.

Each team of participants is responsible for completing a community Signature Project which they will identify together based on their knowledge of the community and its priorities; the project's visibility; and the lasting impact of the project on the community. One proposed project is acquiring and rehabilitating a building for a community youth activity center in a rural town. These projects will be implemented under the leadership of the team leader.

Service learning activities are built into the weekly team meetings, the monthly state meetings and all training sessions. Participants and staff exchange information on the service experience, the communities' resources, and their knowledge of the community and county/parish priorities. Each participant and team leader maintains a daily journal from which reports, stories and other information are developed.

Recruitment of Participants and Service Opportunity Sites-

In addition to utilizing a radio campaign for advertisement and awareness, applications were solicited during Delta county town meetings. News releases and articles in the local Delta papers were supplemented by television newscasts to spread the recruitment information. The state staff and the subcontracted agencies engaged in personal one to one recruitment of both participants and agencies. Letters and application packets were sent out to agencies that had indicated an interest in becoming a site.

Staff and the subcontracted agencies targeted youth "aging out " of foster care; college and university students, people over age 60; and the "physically, socially, and mentally challenged." Other sources specifically targeted people who were veterans, non-violent ex-offenders and homeless. Some of these targeted participants were recruited into the corps through the local agencies and organizations providing them with services.

Program Benefits-

Full time and senior participants receive stipends to cover out of pocket expenses for costs of serving. In the case of full time participants the amount is \$8,800 per service year. Senior Corps members receive a pro-rated amount based on contracted service hours, i.e. the reimbursement for 10 contracted service hours per week for one year is \$2,200.

Full time participants also receive a post service benefit of \$5,000 per service year. Part time participants receive no cost of serving reimbursements but do receive a post service benefit of \$2,000 per service year.

Full time participants receive health insurance and part time participants and full time participants receive accident insurance while performing service and going to and from the service site.

All participants receive uniforms, supplies, and training. Some participants receive transportation, relocation, and child care assistance.

The benefits to the community, the states and the nation are numerous. Not the least benefit is the discovery of citizens that THEY have the power to make a difference for the better in their communities and are not solely dependent on others for solutions to human and social problems.

POLICY RECOMMENDATIONS

I believe that the emphasis on national service as a right and responsibility of every citizen highlights the ethic that separates this democracy from all the other democracies of history. Since this a government of the people, by the people and for the people, it is up to the people to provide the resources to meet our national priorities and develop solutions addressing our concerns. Historically this has most often been accomplished through voluntary, grassroots efforts organized to meet perceived priorities. It has been said that voluntary service is the rent we pay for the space we occupy in the community. I believe no one can be denied the opportunity to fulfill that obligation. All Americans have valuable gifts and talents and we can use these gifts and talents to benefit our country. Therefore I offer the following policy recommendations:

- 1) A National Service Initiative will allow for participation by people of all ages and life circumstances to provide the biggest benefit to the country. Any part of the system focusing on youth will include non-college- bound youth as well as those interested in higher education or college graduates.
- 2) The structure of the National Service Initiative will be built upon an existing network of federal, state and local public and private non profit agencies rather than creating a massive federal bureaucracy.
- 3) Organizations and agencies engaging service participants will be provided guidelines and training to create meaningful job assignments,

provide supportive on the job supervision and develop adequate processes for accountability.

- 4) National Service participants will provide needed service not currently provided, so they will not displace existing paid employees or volunteers. To ensure this, representatives of both organized labor and the volunteer field will be consulted on the involvement of National Service Participants.
- 5) Participation in any National Service Initiative will be voluntary. Voluntary service has proven successful for the military service and will be equally successful for civilian service.
- 6) Post Service Benefits provided by the National Service Initiative will be broadened to include student loan forgiveness, continuing education, down payment on a home, and seed capital for a new business.
- 7) The National Service Initiative will provide for public-private partnerships and create considerable new federal resources to leverage state, local and private funds.
- 8) The National Service Initiative will be bipartisan at every level with state and local oversight based on the current Commission on National and Community Service as a model.
- 9) The length of commitment to service will be for a minimum of one year for full and part time service and a minimum of three months for Seniors.
- 10) The range of program in the National Service Initiative will be diverse, with sufficient part-time opportunities to include youth corps members, elementary and secondary school students, mid-career professionals, senior citizens and college students.
- 11) National Service Initiatives will include developing elementary, secondary, and post secondary curriculums which feature courses focusing on learning by doing service.
- 12) National Service Initiatives post-service benefits and living allowances will not be considered as income in determining eligibility for benefits under Social Security Act programs. Additionally, these benefits will not be subject to income tax.

Again, Mr. Chairman and members of this committee, thank you for allowing me to participate in this hearing.

Chairman OWENS. Ms. Merlene Mazyck.

Ms. MAZYCK. Good morning. Thank you for providing this opportunity to hear the public's views on the reauthorization of the Domestic Volunteer and National and Community Service Acts.

As a young girl growing up in the early Seventies, there were plenty of opportunities to serve. We did community service because it was what our parents did, what our churches preached, endorsed and provided plenty of opportunities to do. No one told us that it would be an important part of our socialization and maturation process and that it would empower us. But we learned to be community organizers through our involvement with youth groups. We learned to work as teams to develop and implement agendas and to articulate ideas, and we helped other people.

The sense of satisfaction, positive self-esteem and increased self-worth derived from helping others was invaluable, and our experiences helped prepare us for effective citizenship and to understand the linkage between ourselves and our communities being and staying strong.

Something happened over the past 15 years and young people are engaging in service less often, and the entities which had nurtured these activities seem to have disappeared or they became overwhelmed with other pressing issues. The enactment of the National and Community Service Act heralded the resurgence of the return to these important community values and provided the financial resources to begin to build the capacity for increased service opportunities.

New Jersey, the State I am from, is one of, I believe, 25 States to receive funding from the National and Community Service Commission. Corps have been operating in New Jersey since 1985, and we currently have 11 Corps throughout the State as far south as Atlantic City to Paterson in the northernmost region. Since our inception we have collectively engaged over 6,500 young adults between the ages of 16 and 25 in providing over 1.2 million hours of service. Projects have included building a children's museum in East Orange, rehabilitating housing in Camden and Newark, working with the homeless in shelters, the elderly and children, and assisting food cooperatives, to name just a few.

In Newark, each of our Corps members provides at least 20 hours per week of service. The funding we received this year from the National and Community Service Act enabled us to add 10 full-time Service Corps members. These are young people who work 30 hours a week and participate in education and youth development activities an additional 20 hours a week. These 10 Corps members, like all of our Corps members, have committed to service for a year. They are working with The Habitat for Humanity rehabbing and constructing houses for low income families, and at the New Community Corporation Social Services Department with the elderly.

To date, the NCS Act has enabled 10 young adults in the City of Newark to provide over 4,500 hours of service and to touch the lives of over 700 individuals. Corps members in Newark are generally out of school youth. They are unemployed and they have had no prior work experience. They are primarily low income, have never engaged in volunteer activities, have low self-esteem, are

products of single-parent families, and are often parents themselves. They participate in the educational component which is provided for us on site by our local Board of Education, Office of Adult Education. They are encouraged to write daily about their experiences at their work sites and in their lives.

The Corps experience is rigorous and demanding, and to help Corps members take care of their basic needs they receive a stipend of between \$100 and \$150 a week. Additionally, those Corps members who successfully complete the program are rewarded for their year of service with a \$1,500 cash scholarship to an educational facility.

Our Corps members are representative of the disenfranchised youth of our urban communities. Opportunities to engage in activities such as service are necessary to help them complete their socialization and maturation process as well as empower them. We have experienced daily the effect that service to others can have on an individual's life and his capacity to understand the interdependency which exists among all Americans regardless of their race, religion and socioeconomic background.

I urge you to reauthorize the Domestic Volunteer Service and National and Community Service Acts. They are important because they have provided the stimuli to develop the infrastructure which will expand opportunities for more Americans to serve. However, the funds previously allocated can only begin to address a very small fraction of the unmet needs in our communities.

Therefore, my first and most important recommendation is to increase allocations of both Acts, and particularly the National and Community Service Act, to \$9.6 billion annually, to be phased in over a period of 3 years. My second recommendation is to encourage all Americans to become involved in service activities. We should avoid defining stipends and post-service benefits as income, so that individuals receiving subsidized assistance are not penalized. Thirdly, I recommend that the National and Community Service Act be amended so that local Youth Corps can apply directly for funding. This would assure that Corps are built on community-based organizations' knowledge of local community needs.

Additionally, it should be noted that mechanisms should be implemented which would ensure that funding is allocated at the State level in a timely manner. None of the 11 New Jersey Youth Corps have yet to receive any of their funds from the National and Community Service Act. Several Corps, including Newark, have been spending moneys from other sources to implement the National and Community Service Act activities because this grant is due to expire June 30. Other Corps have not been able to do this in New Jersey. If national service is to become a viable, dependable and results-oriented resource in our local communities, we must begin to implement strategies for funds distribution which will work.

These recommendations are not necessarily representative of other individuals involved in community service initiatives in the State of New Jersey. I thank you again, particularly Congressman Owens.

Chairman OWENS. Thank you.

Ms. MAZYCK. It has been an honor.

[The prepared statement of Ms. Mazyck follows:]

M. Merlene Mazyck

Volunteerism and community service are not new concepts as we all know. Americans have always given of their time and money to other Americans. National legislation which acknowledges this phenomenon and supports it is not new either. This is indicative of the enactment of the Domestic Volunteer Service Act of 1973 resulting in thousands of people every year who give of their talents and energies to promote self-sufficiency and help the poor, the disenfranchised, the vulnerable and the elderly. As a nation we have been fortunate to have elected officials who understand the link between a strong nation and strong communities and the need to utilize resources which have long been ignored--our young people and the elderly. The subsequent enactment of the National and Community Service Act of 1990 reaffirmed our nation's commitment to building on and expanding the activities generated by the Domestic Volunteer Service Act of 1990.

As a young girl spending her formative years in a small town in western Pennsylvania in the early 70s volunteerism was an integral part of our lives. We did community service because it was what our parents did; what our churches preached, endorsed and provided plenty of opportunities to do; and what our schools supported through our after-school activities, hunger causes, clothing drives, etc. We participated in community service not because it was the right thing to do but because it was a natural process--it was part of being. No one told us that it would be an important part of our socialization and maturation process. But, we learned to be community organizers through our involvement with youth groups such as the Urban League of Shenango Valley Youth Council. We learned to work as a team, to develop and implement agendas, and to articulate our ideas both verbally and in writing. Not only did we have an opportunity to enhance our own personal development, we helped other people. The sense of satisfaction, positive self-esteem and increased self-worth derived from helping others was invaluable. Our experiences helped prepare us to be good and caring citizens in our communities, to accept the responsibilities of adulthood, and to truly understand the linkage between ourselves as individuals and our communities being and staying viable and strong.

It had appeared as if our society had begun to lose sight of the importance of preparing our young people to be positive and active citizens in their communities. Over the past 15 years, our young people were engaging in service activities less often, the entities which had nurtured these activities seemed to disappear or became overwhelmed with other pressing issues, and parents were no longer providing the models as volunteers young people need to emulate as they learn to become adults. The enactment of the National & Community Service Act of 1990 heralded the resurgence of a return to these important community values and provided the financial resources to begin to build the capacity for increased service opportunities.

New Jersey was one of twenty-five states to receive funding from the National & Community Service Commission. Corps have been operating in New Jersey since 1985 when the New Jersey State Departments of Education and Community Affairs collaborated on a demonstration project in Paterson, New Jersey. The primary objectives were

to develop a comprehensive project for replication throughout the state which would address the educational and job training needs of high school drop-outs and provide local communities with resources to begin to address unmet needs within the community. After the successful implementation of the project in Paterson the project was expanded and replicated throughout the state. There are currently eleven corps throughout the state from as far south as Atlantic City to Paterson in the northernmost region of the state. Since their inception corpsmembers in New Jersey have collectively served over 6,500 young adults between the ages of 16 and 25 who have performed over 900,000 hours of community service. Community service projects have included building a children's museum in Jersey City; rehabilitating housing in Camden and Newark; working with the homeless in shelters, the elderly, and children; and assisting food cooperatives in the efficient delivery of services, to name just a few. Additionally, data based on 5,000 corpsmembers over a five-year period support the claims that young people who participate in the program are three times more likely to receive a high school diploma than those in traditional programs and five times more likely to be placed in jobs or job training.

At the New Jersey Youth Corps of Newark we have worked with over 600 young adults who have participated in an average of 20 hours per week of community service work. The funding we received this year from the National & Community Service Commission enabled us to recruit a crew of 10 young people who work 30 hours a week in the community increasing our active population to 85 corpsmembers. These ten corpsmembers, as do all of our corpsmembers, have committed to service for one year and have now been working consistently at their assignments for over four months. They are working with the Habitat For Humanity Newark helping to rehabilitate and construct housing for low income families and at New Community Corporation Social Services where they work with the elderly. In addition to their 30 hour community service work week they are required to enroll in classes at Essex County College or participate in our evening classes at the corps 2 nights a week. Every Friday they participate in youth development activities at the corps which includes physical training, employability skills classes, SAT and GED preparation classes, community meetings and the corpsmember governance committee. In the four months since this crew of 10 corpsmembers has been operational they have provided over 4,685 hours of service to the City of Newark and have impacted the lives of over 700 individuals.

Corpsmembers are generally out-of-school youth, unemployed and have had no prior work experience, are primarily minorities, have never engaged in volunteer activities, have low self-esteem, are products of single-parent families, and are often parents themselves. Corpsmembers participate in corps activities five days a week and are actively involved in community service and youth development activities 10 hours each and every day. Their day starts at 7:55 am and does not end until 6:00 pm. They are required to register to vote if they are 18 years or older and attend city council sessions regularly. Community service does not only consist of helping others but it consists of understanding how your city functions and how as private citizens we can positively impact our condition and empower ourselves and our communities by being involved in the governing process.

Corpsmembers are inculcated with the service ethic and encouraged to accept full responsibility for their lives. They are encouraged to write daily about their experiences at the community service work sites and their personal lives. They must continue to participate in their educational development by attending classes daily which are implemented on site by the Newark Board of Education, Office of Adult Education. The curriculum is individualized, student-centered and designed to integrate the community service experience with the various subject areas, including math, reading and writing.

The corps experience is rigorous and demanding. To help corpsmembers take care of their basic needs during this year of service a stipend is provided ranging from \$100 to \$150 a week. Additionally, those corpsmembers who successfully complete the program are rewarded for their year of service with a \$1500 scholarship to an accredited post-secondary learning institution of their choice.

Corpsmembers at the New Jersey Youth Corps of Newark are representative of the disenfranchised youth of our urban communities. These are young people who had previously been categorically denied an opportunity to enhance their potential as human beings and become productive citizens of our communities and opportunities to engage in activities such as service which are necessary to fully complete their socialization and maturation process. We experience daily the impact that service to others can have on an individual's life and his capacity to understand the interdependency which exists amongst all Americans regardless of their race, religion, or socio-economic background.

The Domestic Volunteer Service Act and National & Community Service Act are important legislative acts which have provided the stimuli to develop the infrastructure which will provide opportunities for more Americans to serve. However, the funds previously allocated can only begin to address a very small fraction of the unmet needs in our communities. Therefore, my first recommendation is to increase the total allocations of both these acts by at least 100% for fiscal year 1994 and to \$9.6 billion annually to be phased in over the next three years. Secondly, to encourage all Americans to become involved in service activities stipends and post-service benefits should not be considered as income thereby, enabling individuals who are receiving subsidize assistance not to be penalized. And thirdly, I recommend that the National & Community Service Act is amended so that existing service corps may apply directly for funding. This would ensure that national service is built upon local program's knowledge base about local community needs. These recommendations are made from a practitioners point of view, are based on my personal experiences as a program director of a community service initiative and are not necessarily representative of other individuals involved in community service initiatives in the state of New Jersey.

Mr. BALLENGER. I think there is \$80 million in the program now, and you want to go from \$80 million to \$9.6 billion?

Ms. MAZYCK. That is right. Over 3 years.

Mr. BALLENGER. That is some number. I don't know where it came from.

Thank you, Mr. Chairman.

Chairman OWENS. Mr. Ballenger, the ranking member, has to leave for a Republican retreat which starts today. We are glad he could hear your testimonies before departing.

Ms. Kathleen Selz

Ms. SELZ. Thank you. Good morning, Mr. Chairman, members of the subcommittee, and colleagues in the youth service community. I am very pleased and, indeed, privileged today to represent the Nation's 80 Youth Corps programs. We at NASCC are enormously excited by the President's national service initiative, by the interest of this subcommittee in both the National and Community Service Act and the Domestic Volunteer Service Act, and most anxious to work with you to expand opportunities for young people to serve.

I would like to just interject a personal word of thanks to you, Mr. Chairman, for your long support of the VISTA program and the Domestic Volunteer Service Act. I began my own career as a VISTA volunteer in Montana, and over the years have stayed in touch with the VISTA program as a member of the board of Friends of VISTA. You were a champion for us during the 1980s and we have appreciated your support.

In my testimony this morning I would like to point out briefly what we know about the Youth Corps nationwide, where we are going as a movement, and then share our views on the roles that the Corps might be able to play in an expanded national service program. You have already heard from the Corps in Arkansas and one of our Corps in New Jersey about the model that each of them has employed, so I will make some general statements that characterize Corps nationwide.

Youth Corps programs engage young people, generally 16 to 23 years old, sometimes older and sometimes younger, in service activities which meet the needs of communities and prepare the participants for the future. Corps generally organize young people into crews which carry out work under the supervision of a paid, caring adult. The crew supervisor is a key link in the entire Youth Corps system.

Corps also provide their young participants with a comprehensive array of social, educational and job training services, and then assist them to move on to additional education or, hopefully, employment. All Corps provide at least a stipend, generally \$100 a week. Some pay the minimum wage, others pay a little bit more.

Corps are organized under a variety of administrative structures, but they really derive their heritage from the Civilian Conservation Corps of the 1930s. The first Corps, California Conservation Corps, launched in 1976 by then Governor Jerry Brown, is an example of statewide Conservation Corps. The Corps do a great deal of conservation work that otherwise could not be done. Corps members improve trails, build bridges, plant trees, and restore recre-

ational facilities on State and local public lands, and Federal lands as well.

We conducted a little survey last week in response to another subcommittee's hearing and discovered that many of our State and local Corps work on Federal public lands. Recent years have seen the expansion of the Corps, particularly those located in urban areas, into any number of activities: housing rehabilitation, recycling and other environmental projects, as well as direct services to children and the elderly and any array of vulnerable populations. Corps are now helping to conserve the fabric of our communities, our inner cities, as well as our own natural resources.

In keeping with their nature as a readily deployed labor force, Corps programs from California to Florida provide services in times of disaster. Corps members were among the first help on the scene after the earthquake in San Francisco, the firestorm in the Berkeley Hills, the riots in Los Angeles almost a year ago, and more recently the hurricane in Miami. As we sit here, there are Corps members from across the country—Florida, Michigan, New Hampshire, Pennsylvania, North Carolina—working right now in Miami. They are just wrapping up a 2-week exchange project with the Greater Miami Service Corps, taking on hurricane recovery projects.

Last year, NASCC, my organization, conducted a survey of the field to provide a snapshot of what the Youth Corps movement looked like before the infusion of National and Community Service Act funding. We learned that there were just over 13,000 young people who participated in State and local year-round programs. They were joined by another 4,500 young people during the summer. We learned that the 63 Corps that were in existence as of June 30th of last year served a diverse cross-section of young people at a total cost of \$131 million. Only 10 percent of that, actually a little bit less, 9.3, was Federal money, and that came primarily from JTPA and from Community Development Block Grants through HUD.

Since June, 17 new Corps have been launched with funding from the National and Community Service Act. We are thrilled, of course, about the President's initiative, and quite anxious for the Youth Corps to play a role. I will share with you immediately what we have been telling the President's advisers: That any national service initiative must build on the base of existing State and local programs, and it must include opportunities for non-college bound youth. Of course, we believe that Corps are the best vehicle for providing young people full-time service opportunities.

For starters, Corps are community-based, as both Billie Ann and Merlene pointed out, and they are sensitive to local needs. We can go on from there, though, because Corps can deliver for the President on five fronts. You noted, Mr. Chairman, in your opening remarks that the President and his representatives have said they do not want a large national program; that they want to build on successful existing programs. Well, the Youth Corps community has 80 successful existing programs that are ready to go, and we could contribute in five ways.

First, the network of Youth Corps already exists. The infrastructure is in place and the Corps are capable of rapid expansion.

Based on what our members have told us, again in response to our sample survey, the Corps have long waiting lists for both participants and for projects, and they have assured me that they could double within 3 to 6 months if funding should become available. And, by the way, to make that happen funding would be at two-thirds the current level. Because Corps have their infrastructure in place, because they have the waiting lists, because they have the projects it would not necessarily double that \$131 million. They could probably do it at two-thirds the cost.

I think that the President's national service initiative could be very well-served, indeed, if part of the money that has been talked about would be simply allocated to the Youth Corps to double their participation. Secondly, Corps provide meaningful jobs and job training to young people who very much need them. Although some Corps enroll a population that is fairly diverse by race and class, most Corps members are at risk of not making it economically and educationally. Many Corps members have children and live in households receiving public assistance; the majority come to the Corps without a diploma or a GED, many are among the forgotten half of youth who are not going to pursue higher education. So the opportunity to develop job skills to move into productive employment is one of the great services that the Corps can provide.

Third, Corps can address other issues. The Corps offer an educational component, as Merlene pointed out, called work learning or service learning. This is a kind of experiential education that often proves to be effective for young people who have not fared well in the traditional educational system.

Corps are also a logical component of the conservation agenda. From Florida to Alaska, Conservation Corps engage young people in any number of environmentally-related projects, and expose women and minorities to non-traditional natural resource management careers. Today's Corps, because of their labor intensive nature, have a great role to play in rebuilding the Nation's infrastructure, both the natural and the built environment.

Finally, Corps are an excellent example of what the President hopes to achieve in terms of advancing the concept of rights and responsibilities. The notion of reciprocity undergirds his national service philosophy as it does the orientation, the philosophical orientation of the Corps community. Corps believe very strongly that there will have to be more than a loan forgiveness component to national service if our non-college bound Corps members are to benefit.

We would strongly encourage that tuition vouchers and stipends for post-service benefits be provided for those who serve in advance, who go through a Corps experience and then go on to pursue some kind of second stage programming, be it vocational education, apprenticeship, or any array of skill development.

I would like to conclude by sharing the views of the Youth Corps community on issues related to the National and Community Service Act reauthorization. We realize that much will depend on what the administration recommends and on what the Congress takes action on in the months ahead. However, were there no new initiative looming on the horizon, and even now, NASCC and its members strongly support the reauthorization of the National and Com-

munity Service Act. As noted above, 17 new Corps have been launched. Many others have been able to expand the number of Corps members, improve the services that they provide to their Corps members or to extend the length of their program from summer only to year round.

So, while the initial funding available, \$22.5 million last fiscal year and this one, is not enormous compared to the \$131 million base that the Corps already have, it has been a vital infusion of funding, one that we hope to see continued and expanded.

There are some provisions in the Act that the Youth Corps community would like to see changed. I will submit a detailed list of those, along with a rationale, for the record. However, the basic issue we hope to see is that existing Corps be allowed to apply directly to the Commission, or whatever Federal agency, for funding, rather than going through a State lead agency apparatus. I think that Ms. Mazyck explained some of the things that are happening as funds are channeled through that makes that particular option attractive to us.

We would like the percentage of funds allowed for administrative expenses be increased. Right now it is 5 percent. It is enormously difficult to launch a program and manage it with 5 percent overhead costs.

And finally, in conjunction—or concurrence with what the earlier two witnesses have said, we are anxious to see that the living allowances or the stipends for Corps members not be considered as income in determining eligibility for benefits under the Social Security Act programs—AFDC, medicaid, Title XX, Social Services—and that this income be exempted from Federal and Social Security taxes.

I thank you on behalf of the Corps for giving us this opportunity to speak and for your support of national service. We are looking forward to working with you and your committee.

Chairman OWENS. Thank you.

[The prepared statement of Ms. Selz follows:]



National Association of
Service & Conservation Corps

**STATEMENT OF KATHLEEN SELZ, EXECUTIVE DIRECTOR
NATIONAL ASSOCIATION OF SERVICE AND CONSERVATION CORPS
BEFORE THE SUBCOMMITTEE ON SELECT EDUCATION AND CIVIL RIGHTS
HOUSE COMMITTEE ON EDUCATION AND LABOR
FEBRUARY 25, 1993**

Mr. Chairman, Members of the Subcommittee, and colleagues in the youth service community, I am Kathleen Selz, Executive Director of the National Association of Service and Conservation Corps (NASCC). I am pleased to speak today on behalf of the country's 80 youth corps programs. Given the new Administration's deep commitment to expanding national service, this is obviously an exciting time for the corps. We at NASCC look forward to the active leadership and involvement of this Subcommittee in the discussion of how best to expand opportunities for young people to serve their communities and nation.

In my testimony this morning, I wish to point out briefly what we know about youth corps and where we are going as a movement, and then share our views on the role that youth corps can play in an expanded national service program. I will also comment briefly on some issues related to the reauthorization of the National and Community Service Act.

What are Youth Corps?

Youth corps programs engage young people, generally 16-23 years old, in service activities which meet the needs of communities and prepare participants for the future. Corps generally organize young people into crews which work under the supervision of a paid, caring adult. They also provide a comprehensive array of social, educational and job training services and assist young people in pursuing employment and/or further education. All corps provide at least a stipend to corpsmembers, some provide minimum wage or wages slightly above minimum wage.

Organized under a variety of administrative arrangements -- state agencies, local non-profit corporations, departments within other state, county and municipal agencies -- corps operate both year-round and summer programs, and are found in urban and rural areas. Corps truly are the contemporary version of the Civilian Conservation Corps (CCC) of the 1930's. In keeping with their heritage, corps continue to do a great deal of conservation work that otherwise could not be done. Corpsmembers still cut and improve trails, plant trees, build bridges and restore recreational facilities in state and local parks. Recent years have seen the expansion of the role of corps, particularly in

urban areas, into housing rehabilitation, recycling and other environmental projects as well as direct service to children and the elderly. Corps now help to conserve the fabric of our communities as well as our natural resources.

State and local corps programs are entrepreneurial in character and remain vigilant for opportunities to provide their labor-intensive services in new venues. For instance, many corps are poised to carry out transportation enhancement and trails projects funded through the Intermodal Surface Transportation Efficiency Act. Other corps look forward to the next generation of environmental restoration projects in wetlands and urban stream corridors, to carrying out appropriate components of public works projects and even to undertaking environmental clean-up activities that would enable redevelopment or beautification of some of our most scarred urban landscapes.

In keeping with their nature as a readily-deployed labor force, corps programs from California to Florida continue to provide services in times of disaster. Four years ago, the Student Conservation Association and NASCC collaborated to bring numerous crews to Yellowstone National Park to assist in environmental restoration efforts. Corpsmembers were among the first help on the scene after the earthquake in San Francisco, the firestorm in the Berkeley Hills, the riots in Los Angeles and the hurricane in Miami. This very week over 100 young people from corps in Florida, Michigan, New Hampshire, North Carolina and Pennsylvania are in Miami, working under the leadership of the Greater Miami Service Corps on several major hurricane recovery projects.

Update on the Field

Last year, NASCC conducted a comprehensive survey that for the first time fully documents the parameters and activities of the youth corps field. It provides an accurate snapshot of the corps movement prior to the small, but vital, infusion of new funding which became available through the National and Community Service Act of 1990. NASCC learned that just over 13,000 young people participated last year in year-round state and local corps programs, with another 4,500 serving in summer programs. We also learned that the 63 corps, operating as of June 30, 1992, served a diverse cross-section of young people, at a total cost of \$131 million, including wages and stipends paid to corpsmembers. Less than 10% of the total funding came from federal sources, primarily JTPA and CDBG. Since June, 17 new corps have been launched thanks to grants from the Commission on National and Community Service.

Youth Corps and National Service

NASCC and its members are thrilled, of course, with President Clinton's interest in enabling more young people to participate in national service programs. We want the Congress to know what we have been telling the President's advisors -- that any national service initiative must build on the base of existing state and local programs and that it must include opportunities for non-college bound youth. Further, we believe that corps programs are among the best vehicles for providing young people with full-time service opportunities and numerous other benefits. Among other things, corps are community-based which makes them responsive to real local needs.

We are pleased that Eli Segal, the new Director of the White House Office of National Service, has said that the President does not want to create a massive new federal national service program, but plans to start small, relying on the most successful existing programs. There are now 80 youth corps -- **successful existing programs** -- ready to play a significant role in this initiative. Corps can deliver on five fronts for a national service initiative.

1) Youth corps can quickly expand...

First, a strong nationwide network of youth corps already exists and they are capable of rapid expansion. City Year in Boston, a corps which has received a great deal of press coverage lately, is just one of the many innovative youth corps around the country. Statewide corps, located in such states as Montana and Pennsylvania, are joined by local corps in many cities, including New York, Los Angeles, Newark, Durham, Miami and Milwaukee. Many of these corps have the capacity to rapidly expand to meet the size requirements of a service initiative. Such expansion would meet a demand that already exists--corps report as many as 20-50 applicants for every available corps position. Based on what our members have told us in recent months about their long waiting lists, for both participants and work projects, the corps could easily double in size within 3 to six months, if funding should become available.

As you know, President Clinton has asked for a total of \$5.8 billion for national service over the years FY 1994-1997. I can assure you that part of that money, if allocated, would be wisely spent if it simply doubled the size of the youth corps which already exist.

2) Youth corps provide meaningful jobs and job training...

Second, in addition to providing opportunities for community service, corps also fulfill another of the President's priorities

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by providing job training and apprenticeship opportunities for disadvantaged youth. Although some corps enroll a population that is fairly diverse by race and class, most corpsmembers are at risk of "not making it" economically and educationally. Many corpsmembers have children and live in households receiving public assistance. The majority of young people enter the corps without a diploma or GED; many are among the "Forgotten Half" of youth who never pursue higher education.

However, these corpsmembers find that the corps dramatically changes their life for the better. Every corps can tell of dramatic success stories: high school dropouts who are now in college, drug dealers and gang members who have begun careers, and teenage parents who are proud of the example they are setting for their children. Corps thus provide individuals who might have been unemployed or on welfare with the skills and self-confidence to become members of the paid labor force. Thus, corps would be a natural component of the expanded summer jobs program President Clinton called for in his State of the Union address.

3) Corps provide alternative education...

Third, corps can address many other important policy issues. Corps offer an environment in which to try out various components of educational reform. For instance, corps offer a unique educational structure called service learning -- an experiential learning process which works with corpsmembers whose previous educational experiences have been unsuccessful.

4) Corps can rebuild our natural and built environment...

Fourth, corps are also a logical component of the conservation agenda. From Florida to Alaska, conservation corps engage young people in projects ranging from campground construction to trail clearing and from stream bank stabilization to timber stand improvement. Corps provide their own supervisors, expanding the resources of state and national forests and park agencies and thus helping to remedy the well-documented backlog of forest and park infrastructure projects. The corps also expose women and minorities to nontraditional natural resource management careers.

Youth corps can also take part in community development and infrastructure improvements. Corps are already involved in reclaiming and rehabilitating many of our neglected urban areas, turning abandoned areas into sites for stores and other commerce, housing and recreation. Additionally, corps preserve historic buildings, build ramps to make buildings accessible to all and weatherize the homes of senior citizens. Today's youth corps have a role to play in rebuilding our nation's infrastructure, making improvements to roads, highways and bridges.

5) Corps build citizenship skills...

Finally, corps are an excellent example of President Clinton's often stated philosophy of rights and responsibilities. The notion of reciprocity undergirds his national service philosophy as it does the philosophical orientation of the corps community.

The youth corps community strongly believes that the national service plan will have to go beyond forgiveness of college loans in order to provide true reciprocity. By allowing young people credit for service already provided, the Administration can help ensure that young people whose service motivated them to go to college will be able to do so. Similarly, by providing a benefit other than scholarships or loan forgiveness, such as a stipend to be used for job training, technical school, or some other kind of second-stage programming, the Administration would ensure that there is reciprocity for those who are not college-bound.

In short, it is the hope of the corps community that youth corps will play an important role in President Clinton's national service plan and in the legislation that ultimately emerges from Congress. NASCC looks forward to working with the Administration and you to make that happen.

Reauthorization of the National and Community Service Act

I would like to conclude by sharing the views of the youth corps community on issues related to the reauthorization of the National and Community Service Act. We realize that much will depend on how the President decides to structure his National Service Initiative and the resulting Congressional action.

However, NASCC and its members strongly support the reauthorization of the Act. As noted above, 17 new corps have been launched with funds awarded by the Commission on National and Community Service last June. Several other corps have expanded their programming from summer only to year-round and/or improved their services to corpsmembers. Funding for the corps under Subtitle C of the Act both last year and this year is modest -- just \$22.5 million -- compared to the non-federal support of almost \$120 million which the corps have built on their own. Yet, after struggling without a federal partner for more than a decade, we are pleased to have the Commission and wish to see the appropriation for its programs vastly increased.

Of course, there are some provisions in the Act that we would like to see changed. I have submitted a detailed statement of those recommended changes for the record. Among the most important revisions we hope to see are:

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that existing corps be allowed to apply directly for funds, rather than going through a state lead agency apparatus;

that the percentage of funds allowed for administrative expenses be increased; and

that living allowances or stipends for corpsmembers not be considered as income in determining eligibility for benefits under Social Security Act programs and that this income be exempted from federal and Social Security taxes.

Thank you for this opportunity to share our thoughts with you.



National Association of
Service & Conservation Corps

WHAT IS NASCC?

The National Association of Service and Conservation Corps is the membership organization for youth corps programs. Since its founding in 1985, NASCC has served as an advocate, central reference point and source of assistance for the growing number of state and local youth corps around the country. In 1993, almost 60 youth corps are operating in 19 states and more than 60 cities and counties, serving more than 17,500 young people in both year-round and summer programs.

NASCC's primary mission is two-fold: to strengthen the quality of existing youth corps programs and to promote the development of new ones. To accomplish this NASCC

- ▶ maintains an Information Clearinghouse on youth corps policies, programs and practices, as well as the overall status of the youth corps field;
- ▶ provides written and on-site technical assistance to new and operating corps and those in the planning stages;
- ▶ sponsors an Annual Conference for youth corps staff and corpsmembers;
- ▶ organizes professional development workshops for corps program directors and other staff on a range of policy, program and management topics; and
- ▶ publishes an annual **Youth Corps Profiles**, a quarterly newsletter -- **Youth Can!** -- and other information bulletins on issues of importance to the field.

NASCC speaks for the corps in Washington, D.C. Through policy development and public affairs activities it works to bring the value of youth corps to the attention of policymakers, the media, philanthropic community and general public. NASCC is an active participant in national coalitions such as the Working Group on Youth Service Policy and the National Youth Employment Coalition.

In cooperation with Public/Private Ventures, NASCC provides policy development support to the Urban Corps Expansion Project (UCEP), a national demonstration now underway in 12 cities around the country.

NASCC is a nonprofit corporation governed by a board of directors which is composed of corps program directors from throughout the U.S. and prominent citizens. NASCC receives support from membership dues and registration fees, as well as from foundations and corporations, including the AT&T Foundation, the DeWitt Wallace-Reader's Digest Fund, the William and Flora Hewlett Foundation, the W.K. Kellogg Foundation, and the Charles Stewart Mott Foundation.



National Association of
Service & Conservation Corps

WHAT ARE YOUTH CORPS?

Conservation and service corps -- youth corps -- harness the energy and idealism of young people to meet the needs of communities, states, and the nation. Corps programs engage young people, generally 16-23 years old, in paid, productive, full-time work with visible benefits. Corps programs also prepare participants for the future.

Corps work. Participants in corps programs -- corpsmembers -- most often work in crews or teams of eight to twelve with a paid adult supervisor who sets and models clear standards of behavior. Youth corps crews undertake a wide range of work projects. Some are similar to the forestry and parks projects of the Civilian Conservation Corps of the 1930s; others fill gaps in the services of urban parks, renovate housing, and assist human service agencies. All corps work projects allow young people to serve as community resources. Most corpsmembers receive a stipend or minimum wage for full-time work at least four days each week.

Corps educate. Corpsmembers devote part of each week to improving their basic academic skills and/or earning a high school equivalency degree. Many corps also help corpsmembers learn the skills adults need to live successfully, such as budgeting, parenting, and remaining healthy. Corps programs encourage corpsmembers to engage in tangible acts of citizenship such as voting. Some corps offer end-program scholarships and bonuses.

Corps: Widespread and growing. Year-round and summer youth corps operate in 19 states and more than 60 cities and counties, serving more than 17,500 young people annually under a wide variety of administrative arrangements. Funding for corps comes from state, county and municipal appropriations, fee-for-service contracts, foundations and corporations, as well as federal job training and community development block grants. The federal National and Community Service Act of 1990 (PL 101-610) provides funding for corps through grants to states.



National Association of
Service & Conservation Corps

CORPS PROGRAM MODELS

Size, structure, sponsorship, funding source, leadership, and mission all vary from one corps program to another. State government began to create year-round and summer corps programs in the mid-1970's. Cities and counties began to organize youth corps several years later. In the mid-1980's, some operators of the summer youth employment program of the federal Job Training Partnership Act developed local and state youth corps. Still, corps programs fall generally in line with several models, the elements of which are listed here:

State year-round corps programs are often:

- ▶ Managed by a land-managing or employment and training agency;
- ▶ Funded from general appropriations, bonds, and user fees;
- ▶ Designed to employ young adults ages 16-25 who are out of school;
- ▶ Set up to conduct projects on public lands or in public institutions; and
- ▶ Set up to involve residential or non-residential crews, or both.

State and local summer corps programs are often:

- ▶ Managed by a state department in cooperation with local agencies such as Service Delivery Areas or parks departments;
- ▶ Funded through state funds and, especially, federal JTPA funds;
- ▶ Designed to operate for 8-12 weeks on a small number of projects; and
- ▶ Designed to employ youth as young as 14 in non-residential settings.

Year-round urban corps programs are often:

- ▶ Funded by a broad mix of federal, state, and local government funds, as well as private sources and fee-for-service contracts;
- ▶ Designed to employ out-of-school youth from 16-23;
- ▶ Set up to conduct projects ranging from human service to conservation;
- ▶ Operated as a non-profit organization or as part of a larger nonprofit;
- ▶ Set up with the cooperation and assistance of city and state government; and
- ▶ Designed to provide comprehensive education and support services to corpsmembers.

For more information about corps program diversity, contact NASCC.

Chairman OWENS. Before we begin with the questions, I would like to note that we have been joined by several members of the committee. We are pleased to welcome Mr. Reed, a member of the full committee.

Mr. REED. Thank you.

Chairman OWENS. Do you have an opening statement?

Mr. REED. No, Mr. Chairman.

Chairman OWENS. A member of the subcommittee, Mr. Tom Sawyer. Do you have an opening statement?

Mr. SAWYER. Mr. Chairman, I have an opening statement, but in the interest of time I will submit it for the record. I would ask unanimous consent that it be included therein.

Chairman OWENS. And a long-time member of this subcommittee, Mr. Payne from New Jersey.

Mr. PAYNE. Thank you, Mr. Chairman. I also will ask that my opening remarks be included in the record by unanimous consent. Let me congratulate you for your re-election as Chairman of the Subcommittee on Select Education, and with the additional civil rights' responsibilities. I think that I look forward to working with you.

Chairman OWENS. I don't even know you.

[Laughter.]

Mr. PAYNE. The reason I say I think is that during the last two terms, without the additional responsibility, the subcommittee covered a lot of ground, so I just am a bit concerned about my health during this next session.

But I do look forward to our work in the future. I would like to mention that Ms. Merlene Mazyck from the Newark program is from my District. It is good to see you here. I enjoyed your testimony, and I think that your motto "attitude and aptitude determines altitude," is great. It is a good motto when we tell our kids, If you've got the right attitude, and if you train and prepare yourself, you can go as far as you want.

I have participated in many of the programs of the Newark Youth Corps and they are excellent. They have been here at the Congressional Black Caucus when we have our Youth At Risk workshops, and they are just doing an outstanding job.

So I would just like to welcome you, and, of course, all of the other witnesses.

I will submit the rest of my comments for the record. Thank you.

Chairman OWENS. Thank you, Mr. Payne. You are my neighbor in Newark and we do call upon you quite frequently. I assure you we will be dependent on you during the coming year. You always respond and we certainly appreciate that very much.

I want to thank all the panelists and say that you have a body of experience that will be very useful as we go forward in expanding the national service program, particularly Ms. Myers. Your program is local but I would consider you a national asset in this area.

Ms. MYERS. Thank you.

Chairman OWENS. Your feet are on the ground. You know it from top to bottom. You know it so well that in a very few words you can quickly get to the heart of the matter.

So we certainly appreciate all of you. We certainly appreciate your ambition Ms. Mazyck. The projection of \$9.6 billion is in the

vein of thinking and the kind of hope that I would like to pursue, but we will talk more about that.

Let me ask just a few questions that any one of you might address. There is sometimes confusion about what national service really means. All three of you indicated that there is plenty of work to do out there, and there are plenty of people who want to do it. But what would you define as service? One of the recent activities of a federally funded "points of light" foundation, for example, was recruiting volunteers for the Clinton inauguration. Is that a legitimate national service? How would you define that? Should it have an anti-poverty focus? Should it ever support any kind of government function or political functioning?

Ms. SELZ. I am happy to begin, Mr. Chairman.

For the Youth Corps community, and I speak for just one component of the broader national service field, one of the important criterion, perhaps the most, is meaningful work; work that has visible benefit to the community. And when we think of national service we think of that product, something that benefits the community, be it physical projects, labor-intensive projects in wilderness areas preserving our natural environment or whether it is working with vulnerable populations in non-profit and other public agencies in inner-city areas. So we look primarily to the product to define who we are, something of value.

We also, I might add, look towards the benefit and personal growth of our Youth Corps volunteers, our Corps members, preparing them to make a transition from what is often a difficult childhood and youth into the workforce with self-esteem and skills. We develop young people. We try to change their lives and the communities in which they live.

Chairman OWENS. Ms. Myers?

Ms. MYERS. I would like to echo that and also add a couple of things. One of the things that we look at in the Delta Service Corps primarily is what the community's priority is. Then that is where we find the service. We let the community define what the community decides is the priority, and then the participant provides the service the community wants. So it is much narrower, maybe, in that respect.

But I think you have hit the nail on the head; one of the problems is we don't have a good definition of what national service is. Some people define it very broadly and it would include working on an inauguration or working on a capital improvement program at the local level. Others define it very narrowly as only applying to poverty programs or only applying to the environment or only applying to health or human service issues. I think what we are going to have to look for is some common definition of what we are talking about here. I think that really is a problem in the field as well as for the Congress.

Chairman OWENS. A question closely related to that is the question of capacity building. The VISTA program prohibits volunteers from providing direct services and requires that they work on capacity-building activities instead. Other service programs—I don't think your program has that kind of restriction.

Do you think it is useful and appropriate to even have that kind of differentiation, capacity-building versus direct services?

Ms. MYERS. Well, I think my understanding of the VISTA capacity building is that it is limited to the capacity building of the people resources, perhaps. We think, in Delta Service Corps, that there are lots of different ways of building capacity and that we would prefer—we prefer not defining specifically what that capacity building is but allowing that, again, to be determined by what resources already exist in the organization, or the community, and allowing the community to define how they want to build that capacity with that participant.

So, I do think that in that respect the VISTA, the current VISTA funding is very restrictive. For example, in some of our agencies what they need is a manager. Not someone to go out and develop a volunteer program or to develop a food pantry, but, in fact, someone to come in and manage a program that is already going. In Delta Service Corps that would be allowed. I think—I may be wrong—but I think under VISTA that is not. I am saying exclusiveness is a detriment in this day and age.

Ms. MAZYCK. Can I respond?

Chairman OWENS. Ms. Mazyck.

Ms. MAZYCK. Within the International Youth Organization, of which the Corps is a part in Newark, we have a VISTA program. One of the issues that they have problems with is that they are not allowed to provide a direct service. In many urban communities, Corps resources are sadly lacking. You have to provide a direct service before you can begin to build capacity, so I think it hurts VISTA, and I know it hurts our community in Newark when our VISTA workers cannot do the direct service piece prior to trying to build the capacity.

Chairman OWENS. Ms. Mazyck, you touched a raw nerve with me when you mentioned that none of the New Jersey groups have received cash.

Ms. MAZYCK. No cash. Money has been in New Jersey since last summer and the Corps are the only subtitle of all the subtitles to not receive any of their funding yet.

Chairman OWENS. That is very disturbing. I am a graduate of the Community Action Program. I was head of the Community Action Program for 6 years, and one of the problems we had was with the flow of Federal funding. Every payday was a crisis until the city and the State stepped in and recognized they had a responsibility. If there is a government contract and the money is assured, then they should make the funds available.

But, on the other hand, both you and Ms. Selz would not like to have the State involved. You want direct funding. Would that lead to greater problems of cash flow? Right now your State and your local governments do not come to your aid to provide cash. That is unfortunate because I think that these programs are the last programs that should have to suffer from flow of cash, when you are helping poor people. But, if you move them out of the picture completely, would that not compound the problem of the funding from the Federal Government? Not that we don't want to make attempts to streamline the Federal Government. We very much need to streamline the movement of funds from the Federal Government.

Ms. MAZYCK. Can I respond first, Kathleen?

I believe that local Corps which are established programs and do not have ties to State programs—I am a State Corps. I cannot do that. I cannot sit here and recommend that I apply for my funds directly because it is not just me speaking. But what is unique about Newark's Corps is that it is a part of the CBO—a community-based organization—so we have other resources within our organization. The same thing happens, but because we are a CBO—my staff did not get paid last Friday because we are waiting for the Feds to give us our money, for the State to give us our money, for the city to give us our money. So it is not all your fault. You know, the city is at fault here too because of the cash flow.

So that hurts us. And yes, if you are local, and if you are an independently established Corps, then the best thing for you as a CBO—because you are going to be on your own—is to receive those moneys directly. But as the State Corps network, there are other issues that play into it, and you can't use the same measurement and criteria to make those decisions. So I just wanted to add that before I hand it over to Kathleen.

Chairman OWENS. Ms. Selz.

Ms. SELZ. Could I elaborate on the Youth Corps position on that issue?

Chairman OWENS. I am going to ask my staff to see if we can get a little less competition from next door.

[Pause]

Chairman OWENS. Okay.

Ms. SELZ. What the Youth Corps community hopes to see in the reauthorization of the Act is an option for existing local Corps to apply directly for funding. There are some States which had an infrastructure in place where the arrangement worked very well indeed. I would reference Pennsylvania and Wisconsin as good examples. There are other States that did not have an infrastructure or an appreciation within the State lead agency for the role of the Youth Corps and their programming has not functioned very well at all. So we would not be requesting a mandate but we will be asking for an option. Some States are building the infrastructure and the local Corps in the State are going to want to continue to work together. But we feel that in order for local Corps to have the maximum access to funding and the ability to make their own case strongly, many of them need the right to apply independently.

Chairman OWENS. I think it is very important that we take steps within the legislation to try to solve this problem and guarantee that programs that are going to be serving a large proportion of poor people never be forced into situations where they can't meet their own payrolls on an ongoing basis. I know the trauma of that kind of a situation, and I think that there is no reason for it to exist. Government should be able to do better.

Ms. SELZ. Mr. Chairman, could I just interject one thing? Cash flow is one of the major problems facing the Youth Corps community. Not a week goes by that I don't get a call from one of my members, a frantic call saying, "Kathleen, I can't meet my payroll. I am going to have to let the kids down on Friday." And, without any cash reserves—this is a very marginal industry we are in—that happens all too frequently.

Chairman OWENS. Yes, Ms. Myers?

Ms. MYERS. Mr. Owens, something I was not aware of myself until I got into this business is that the Federal Government put in some guidance on how Federal funds would be disbursed, and you cannot—there is a penalty to States, and to non-profits as well. If we apply for \$2,000 and we only spend \$1,090 within a 24-hour period, then the Federal Government will require us to pay interest on the money that was not expended beyond a certain period of time, and I think this may be something that all of us in the non-profit field have not been familiar with. And I know it is something that was a real problem for us when we began looking at how we were going to represent the Federal Government and relate to the other States—to the three States—this matter of when to punch the button to bring in the Federal dollars, which in turn would then reimburse the State to reimburse the subcontracts, and the same thing would happen to a non-profit as well.

So there is a real cash flow problem that exists partly because we have a—apparently the explanation that was offered to me by finance was that because we have a large national debt, every time the Federal Government sends us money the Federal Government must pay interest on the money sent to us. It is a big financial matter that impacts—I say that brings the Federal debt pretty much home, doesn't it, when it affects your cash flow?

But I would like to say something to that point. I think that one of the things that is missed, that may need to be stressed in the legislation is that if the States are the administrative agent then they have a responsibility to see that it is passed on quickly. Under the current National Service Act there is one portion which allows the higher education institutions to apply separately for funding, and they are expected to be within the State Plan. So, again, there are some models out there now that might be worth investigating.

Chairman OWENS. I think we will make a note to address this problem in the legislation because there is no need for it to go on. It is a soluble problem. There are billions of dollars lying in banks under governments control—local governments, State governments, and the Federal Government—and there are ways to solve this problem if they want to solve it. If the payroll can't be met it becomes the overwhelming concern of the agency for that period of time, and that is ridiculous. But I know the plight very well.

I am going to come back for questions later. I am going to yield at this point to Mr. Scott for any questions.

Mr. SCOTT. Thank you, Mr. Chairman. I also have a background in Community Action Agencies. That was 20 years ago, a council under the Neighborhood Youth Corps. It doesn't sound exactly like the same Youth Corps we have now, but there are a lot of similarities. I certainly saw during that time a great benefit not only to the community but also to the enrollees. I just have a couple of questions, Mr. Chairman.

Is the Youth Corps—do you have a financial eligibility? To you have to meet financial guidelines to get in?

Ms. SELZ. The Corps programs are organized differently and governed differently. Some are State agencies. Others are local non-profits. The States generally have very, very broad guidelines, residents of the State, but targeted to disadvantaged youngsters. The Corps are full time, so young people who come to the Corps are out

of school, either they have dropped out of school or they have completed high school.

Other Corps strive very hard to attract educationally and economically diverse participants covering the whole spectrum. So the Corps are not means-tested, if you will, but in most instances the participants do tend to be what we call at-risk.

Mr. SCOTT. What portion of those families are on welfare?

Ms. SELZ. I do not have a good figure across the entire Youth Corps program. I can tell you that there are individual States or individual programs that track this very carefully. It ranges from 30 percent up. In one of our Corps in Albany, New York, the major funding is the jobs program, so all of the participants are AFDC recipients.

I would have to give you a ballpark estimate, because many of the Corps—at least 50 percent—do not track that.

Ms. MAZYCK. In Newark's Corps, 67 percent of our Corps members receive some kind of subsidized assistance.

Mr. SCOTT. Do you have any problem recruiting enrollees?

Ms. MAZYCK. Recruiting? I am sorry.

Mr. SCOTT. If you had more money and had more job sites, more job slots, would you have problems filling them?

Ms. MAZYCK. I have 550 applications in my office that I cannot look at right now.

Mr. SCOTT. How many slots do you have altogether?

Ms. MAZYCK. We have 85 active Corps members.

Mr. SCOTT. Eighty-five Corps members and a waiting list of over 500.

Ms. SELZ. That is true across the community. Waiting lists from 20-50 per every slot are commonplace. One of the large urban Corps in New York City turns away as many youngsters as it accepts annually, probably twice as many. The Corps could easily double. They have the applications and they have the work projects.

Mr. SCOTT. Ms. Myers, do you have problems getting volunteers for the slots that you have?

Ms. MYERS. No, sir.

Mr. SCOTT. Do you have the same kind of waiting list that they have?

Ms. MYERS. We do not because we are a much newer program than the ones they are reflecting. We are in our very first year, 6 months into it, and we already have 225 people trained and on-board from three States, and that represents probably a third of the people who are interested.

And we have not really done very active recruiting this first year because we had limited slots to fill.

Mr. SCOTT. How many slots did you have to fill?

Ms. MYERS. We had 270 total in the three States.

Mr. SCOTT. Thank you. Thank you, Mr. Chairman.

Chairman OWENS. Thank you. Mr. Reed?

Mr. REED. Thank you, Mr. Chairman.

In regards to your program, after someone finishes the program do you have a profile of the participant documenting where they go after their volunteer service?

Ms. MAZYCK. Corps members, we hope, transition into either of two things: employment or education or a combination of both. We have staff that work with them during their tenure in the program to help them prepare for that transition out of the Corps, including classes, taking SAT exams, the GED. In Newark, all of our Corps members are high school drop-outs, so they have to get GEDs—General Equivalency Diplomas.

Our objective is to transition Corps members into either work or education or a combination of the two.

Mr. REED. How successful are you generally?

Ms. MAZYCK. We are most successful at transitioning them into education. They are not ready for work. I mean, everybody knows about Work Force 2000. Everyone knows that our high school graduates are coming out of high school unequipped to enter the workforce. I mean, if I had my choice, they would all transition into education. So we are more successful with transitioning them into educational programs and job training opportunities as opposed to actual jobs, because there are few and because they are not prepared to accept those that are available.

Mr. REED. Do you follow them through the educational process, too, so that at some point you have over 5 or 6 or 7 years, an estimate of where they are?

Ms. MAZYCK. New Jersey as a State has been tracking their young people for the past 7 years. I have some stats here, but I didn't present them before in an effort to keep my testimony down to 7 minutes. If I can find them for you, I can tell you exactly what New Jersey has tracked for 5 years.

Data based on 5,000 Corps members over a 5-year period support the claims that young people who participate in the program are three times more likely to receive a high school diploma than those in traditional programs and five times more likely to be placed in jobs or postsecondary training opportunities.

We track our young people for a period of 1 year after they leave the Corps, so we are just beginning to amass this data because of our involvement in the Urban Corps Expansion Project, which is the national demonstration project.

Mr. REED. So how long is a typical Corps assignment?

Ms. MAZYCK. One year.

Mr. REED. And then you track for another year?

Ms. MAZYCK. Yes.

Mr. REED. And what else?

Ms. SELZ. The field itself is a relatively new one. As I mentioned, the oldest Corps now is 16 years old. Most of the Corps have come on line since the mid-1980s, with 17 less than a year old, including one in Arkansas. We do not have good longitudinal data about participant outcomes. It is something that as a community we are working on now, but across the field, we cannot provide that information with certitude. I would be happy to tell you some individual States which have mature Corps that have tracked over a long period of time. But there is no valid aggregate data available.

Mr. REED. Are you working to develop that?

Ms. SELZ. Exactly. Ms. Mazyck referred to the Urban Corps Expansion Project. That is the community's effort to test and evaluate the outcome of the Youth Corps field. There are 11 new Corps

which were launched within the past year under this highly structured demonstration project. What we call the impact evaluation, which, of course, will include participant outcomes, is just about to be launched now that the sites are up and running. So I can probably come back to you with great certitude in 3 years with maybe some interim results about what happens to those Corps members in the process.

Mr. REED. Thank you. Thank you, Mr. Chairman.

Chairman OWENS. Mr. Sawyer?

Mr. SAWYER. Thank you, Mr. Chairman. Let me say this is my first hearing on the Select Education committee, and I am grateful for the chance to be with you.

Chairman OWENS. Thank you for joining us.

Mr. SAWYER. I just want to comment that if we hadn't reformed our way out of it, Mr. Payne could have contributed to lowering your workload, because we would have had a few more subcommittees and he could have chaired one.

[Laughter.]

Mr. SAWYER. Let me follow up on the question that Mr. Reed asked. You see value in longer term longitudinal tracking and maintaining that data. Mr. Chairman, would it be valuable to include an increment of funding within the authorization to do just that? It seems to me that it would be an enormously valuable tool, as valuable as the kind of information we have gotten over the last 25 years on Head Start out of Ypsilanti.

Chairman OWENS. Since we are considering expansion of volunteer service programs on a national level, it would be very useful to do it as rapidly as possible.

Mr. SAWYER. It would make all the difference.

Let me ask a second question. I fully appreciate the compelling need for the kind of service programs that address the populations that represent the largest portion of the volunteer community as it exists right now. But when I hear you say that graduates are not equipped for entry level in the work that is available it occurs to me that one of the areas that we need to think about expanding into is higher order skill development within the volunteer jobs themselves, and to expand the training and experience that young people get as they undertake that kind of volunteer commitment.

And that if we only go so far, if we go from entry level at lower order skills and don't take kids beyond it, we will have only begun but not fulfilled the mission. Can you talk about the directions that we might urge and incentivize to expand into higher order skill development among the volunteer community?

Ms. SELZ. You have hit on something that is very, very crucial to the field right now. We are scrambling to find what we call second-stage opportunities for our Corps members. For many, vocational education and training would be good. For others, a pre-apprenticeship or an apprenticeship in a specific position would be valuable. Frankly, for some, a second year in the Corps in a supervisory position would probably be the most beneficial option. So, when we recommend post-service benefits under the new national service initiative we are talking about a broad array of options.

The Corps stabilizes young people and gets them ready for the next step, but within a year it is enormously difficult to develop

real job skills. So additional programming, whether it is under the auspices of the Corps or whether we move into the employment and training arena more vigorously, is one approach.

The nature of the jobs themselves dictate the kinds of skills that young people can develop, and we are, I guess, stymied on two fronts. One, we are very respectful of labor and displacement issues. Our Corps generally have a member of the local Trades and Labor Assembly on the board of directors of the Advisory Commissions, because the displacement of workers is not something that the Youth Corps are at all interested in doing.

However, there are other provisions under the Davis-Bacon Act, the prevailing wage provision, which limit the kinds of work that unskilled young people like our Corps members can do, and there is a reason for that. The threshold right now on Davis-Bacon is \$2,000 per project. There is a lot of meaningful work to be done that really would bid out at well under \$10,000 per project that is well suited to the skills and abilities of the Corps members, and in turn would give them some marketable job skills. I am thinking in particular about housing renovation and landscaping. But when those opportunities are available on public lands, whether through Community Development Block Grants or new funding through Hope 6 coming out of HUD, the Corps are limited by the wages they pay from participating actively and giving the Corps members that opportunity to develop work skills that they could market.

Mr. SAWYER. Would credentialing be an element in volunteering that would have benefit? I'm thinking of whole field of child care, for instance. Child care is a very sensitive area, and is something that you don't want to be casual about, but this is a possible setting in which you could combine training and service. The service provided is important; a useful credential could arise from it, and it seems to me that this is a field in which there is both no danger of immediate displacement and an obvious and recognizable need. It is a place where we could move young people from a shorter term, beneficial, skill-providing work experience as entry level Corps provide today into real opportunities for genuine service jobs that have an obvious and necessary—

Chairman OWENS. Will the gentleman yield for a minute?

Mr. SAWYER. Surely.

Chairman OWENS. I was going to ask a similar question during my second round of questions. I might as well ask it now.

There are some attempts to set forth national goals for volunteers similar to the six national goals for education.

Suppose that one national goal was the provision of tutorial services to young people in the inner city communities or to poor young people wherever they may be. With tutorial services or counseling services you certainly are not displacing teachers; you are supplementing them. And, in many cases you are going to be substituting for parents who are not there, who cannot be there, and who have various kinds of problems. So it is clearly not a problem in that direction.

But, if that was a national goal, and you were being pushed to comply with it, and say that 50 percent of your activities have to be devoted to that goal—how would that influence your whole operation? With the kind of recruitment you do, you would have to set

some qualifications and training. Would that impact greatly, as you see it now, on the kinds of people you could take in, certainly for the Youth Corps? I guess it is obvious. The answer is they need more training and so forth. But let's talk about a program that is more diverse in terms of age groups. How much would the setting of that kind of goal hamstring you or force you to deviate from your present pattern—

Ms. MYERS. Excuse me. You are looking at me, so may I?

Chairman OWENS. Yes. Because you have the most diverse program in terms of age groups, et cetera.

Ms. MYERS. I think that what you are describing now would be very much within the model that we are trying to demonstrate in the Delta Service Corps, which is that there are Federal initiatives which must be met. That is, again, the National Guard model, where the National Guard is a part of the Federal defense but has a State mission as well. So, being able to provide—to address two missions would not be prohibitive. The model is out there and it could be done.

Chairman OWENS. And, as far as recruiting is concerned, it would not affect the way we do recruitment now because we now review the sites and the placement needs first, and then we recruit participants to fit the criteria of the Corps and the site individually.

And that is what I was going to suggest to you, Mr. Sawyer. While the Youth Corps provides a wonderful structured setting for young people to learn basic skills and team building and teamwork, perhaps a single placement continuation as they reach adulthood would give them that additional experience with an on-site mentor in the form of a staff supervisor who would provide them with additional skills and opportunities to work independently in the workforce, so that they would learn individual job skills.

But they would still be part of a team and get the team support outside of the workplace. What happens a lot of times with young people, and with older people too, who have been displaced for one reason or another, is they don't have an understanding of how to perform in the workplace satisfactorily. Having a team leader and other team members with whom they have a rapport, someone they can go to and say, I am having trouble with my supervisor, or I didn't get to work on time, means you have a mentor group built in.

Mr. SAWYER. I agree that that is important, and I will conclude here. It just seems to me that one of the things that we can do is to provide not only the experience that a kid can use in pursuing the initial stages of the rest of his life, but we can provide, as a part of follow-on training, secondary programs that provide a credential that has worth in its own right. That may well be the key to the differentiation between the ability to work well in a structured setting and the ability to take a definable skill to an independent setting.

Ms. MYERS. May I just address something?

Mr. SAWYER. Sure.

Ms. MYERS. At a minimum, we by right ought to be able to provide a job recommendation, and we should have good recordkeeping which, in fact, allows us to evaluate the employee's—

Mr. SAWYER. Absolutely.

Ms. MYERS. [continuing] capabilities of this person who is in the service side, and that should be part of their permanent personnel record.

Mr. SAWYER. Thank you, Mr. Chairman.

Chairman OWENS. Mr. Payne?

Mr. PAYNE. Thank you. The questions that were on my mind were similar to the ones that you and Representative Sawyer asked, and so my main concerns have been already addressed.

Thank you, Mr. Chairman.

Chairman OWENS. Thank you.

Just a couple of other quick questions. You all indicate that big bureaucracies are not welcome. You don't want to see a large bureaucracy created. However, we have the ACTION Agency; we have a Commission on National and Community Services; and we have the Points of Light Foundation—all at the Federal level. Do you think they can do the job in terms of a national effort? Would it be better if they were kept separate, or do we need to bring them together? And what about the kind of studies that were mentioned, longitudinal studies, and evaluations? A number of these things, in addition to management problems like the flow of funds, require larger staffs. When does an agency cross the line and become a bureaucracy?

We would like your opinions on that in terms of what you think will serve the expanding national effort. In addition to yours, there will be many more projects if we go forward with the President's proposal. Will it be better to keep them in separate agencies or try to bring them together under one umbrella?

Ms. MYERS. I will start. First, let me say that I think that the different projects in their existing separateness, have provided significant contributions to the country. On the other hand, I think that serious consideration should be given to looking at how they would work together, primarily because there is a need at the Commission for additional field staff. ACTION will change leadership and there needs to be strong leadership in the ACTION Agency to revitalize that agency. They have wonderful field people and wonderful employees and need strong leadership there. So I think that there are some very strong incentives for looking at how those two agencies might work together.

The Points of Light Foundation is slightly different from either one of those two in that it is a non-profit foundation which gets support from the private sector too. I would think that that is a real important piece of that Foundation and should be considered.

I hope that wasn't too vague.

Chairman OWENS. Any other comments?

Ms. Selz?

Ms. SELZ. I think that it would be useful to have both kinds of national leadership in order to keep the national grant-making program that flows money to State and local organizations. But, of course, in an expanded arena there will have to be field staff. There are quality control issues to be dealt with as well as administrative ones. I think that putting the two agencies together under some kind of a new umbrella would probably be beneficial for the participants in the program served by both agencies.

Chairman OWENS. I think, Ms. Selz, you said that your present operation could operate with two-thirds less money. Did I hear that correctly?

Ms. SELZ. Oh, no.

Chairman OWENS. Two-thirds the cost of the present program?

Ms. SELZ. Oh, no. No. No. No.

Chairman OWENS. Because certain things are already in place.

Ms. SELZ. No.

Chairman OWENS. Did I misunderstand that?

Ms. SELZ. Yes. Does anything ever operate at two-thirds less? No.

I am sorry to have not been clear, Mr. Chairman. Our programs, the existing Youth Corps, could double the number of participants in 3 to 6 months, but it would not be at double the funding. They could do it with a two-thirds or so increase in funding.

Chairman OWENS. Oh. Okay. I wanted to get that straight.

Ms. SELZ. Because the infrastructure is in place the Corps would need to add crew supervisors.

Chairman OWENS. You also said you need more than 5 percent overhead. You are limited to 5 percent overhead costs now?

Ms. SELZ. Under the terms of the National and Community Service Act, yes, that is the maximum overhead allowed. It is just extremely difficult to provide sound planning and management, as well as administration and audit of programs, with 5 percent overhead. We are recommending that it go up to 10 percent for State programs; 20 percent for local programs.

Chairman OWENS. Do you spend any money on training? What percentage is spent on training? Mr. Sawyer was talking about more training. Right now, how much training do you do?

Ms. SELZ. Each Corps devotes anywhere from 8 to 10 hours a week to educational and academic skill development. I would look at those other 30 to 32 hours of work as the real on-the-job training. If I am not mistaken, the National and Community Service Act—and, Billie, I think you can help me—has a 10 percent requirement for training.

Ms. MYERS. And again it depends on the various subtitles. In subtitle D, which is the demonstration project, we are required to give 3 weeks of training on national service, including how to be a national service participant, and then additional training as needed by the individual participant.

Right now, we have a training budget of \$1,500 per participant which includes continuing education, in-service training at the Corps level, and the 3 weeks of basic training.

Chairman OWENS. Beyond the participants, do you do any training for the organizations that utilize your Delta Service Corps volunteers' training?

Ms. MYERS. Yes, sir, we do. We have built that in and intend to do even more next year with site preparation. We are currently providing some training to the sites and other training and technical assistance as needed.

Chairman OWENS. What is your overhead?

Ms. MYERS. Well, because the lead agency is the State Office of Volunteerism, a lot of that support is being provided by the State of Arkansas. Our overhead is the same as anybody else's—5 percent. But much of what we are providing now was already in place.

Chairman OWENS. Did you want to comment, Ms. Mazyck?

Ms. MAZYCK. Yes, I did. You talked about training, but training is more than just classes, schools, academics, and scholarships. Training entails community meetings which enable Corps members to develop public speaking skills. Training entails going to City Hall and sitting in on a City Hall session. And when you look at those hours, and add all that in, you are talking far more than 8 to 10 hours. You are talking 20 to 25 hours a week.

Corps members at Newark have a 10-hour day every day—Monday through Friday, 10 hours, eight o'clock to six o'clock. And even though all of that time is not spent on a community service worksite, all that other time is spent in some training capacity, whether it is in the classroom, at a meeting, or at a Corps member governance committee meeting. All kinds of things are going on every day. So I just thought I would add that.

Chairman OWENS. Two last questions. President Clinton's comments about national service focused on establishing linkages with loans and loan forgiveness for college-bound youth. Do you think this focus is appropriate? Another question that is asked over and over again is whether volunteers should be assigned to their localities to work, or should they be given an experience away from their own local communities?

I would appreciate your comments. Both.

Ms. SELZ. We certainly support loan forgiveness for college graduates and recognize the important kind of service that they can perform. However, as I said during my testimony, we are urging that equal consideration be given to non-college-bound youth by providing some kind of tuition voucher or a post-service benefit that will allow them to pursue either education or some kind of second-stage programming so that there is a balance between the benefits provided under this program to college and non-college-bound young people.

With regard to the second question, one of the important things that happens in a Corps is that young people are reconnected to their communities. Often when they come in, they have not had positive experiences with any of their local institutions. Through the Corps experience, they understand what community is all about. And so we strongly support, wherever possible, having young people working close to home.

However, there are also some residential Conservation Corps that give young people the fascinating experience of being in wilderness areas. Not many Corps do this. Residential programming is quite expensive, so most Corps are day-long operations with the Corps members returning to their own homes at night.

It is hard to argue that there is no value to the connection of young people with the natural environment, something outside of their regular milieu. The experience in the Youth Corps community indicates that both can be valuable.

What we do worry about is gathering up large numbers of young people and sending them to a facility, a military base, if you will, out of the way and outside of an arena where they can be involved in the community. So we have some serious concerns about that particular model.

Chairman OWENS. Any other comments?

Ms. MYERS. Two points. One is that we really think that the focus of post-service benefits can be on education and continuing education, but that there are other ways that the post-service benefits could be beneficial to the society and to the participant. For example, first-time housing or down-payment on housing—not necessarily first-time—something similar to the GI bill of the 1950s that also allowed for small business loans to be made or for housing loans, partly because some of our participants have completed their education and are looking to develop entrepreneurial activities in the Delta communities.

Economic development is a very important part of the Delta. If Corps members had start-up money, if they worked 2 years in the Corps, developed some capital, if you will, then they could begin some of these entrepreneurial activities in the Delta area. I would suspect the same thing would be true in other parts of the country.

As for community-based or not, I think both are necessary, at least in our model. The Delta does not currently have some of the resources needed by the community to address its priorities. By being able to bring in individuals from other parts of the State with different kinds of work skills and experiences, we can infuse those new skills and experiences into the Delta.

We also sensitize other people in the State to the concerns and priorities of the Delta communities. So there is some real benefit to having the opportunity to do both. But I also agree with Kathleen that having people living in the community making a difference in their own community is very, very powerful for both the participant and the community.

Ms. MAZYCK. Can I respond? Bringing outside resources into the community to help sounds like VISTA—Domestic Volunteer Service Act. Maybe to address those issues, we need to talk about developing linkages, solid linkages, between the two to provide those kinds of services. But Corps are community-based. It is important that Corps members—I mean I use the term urban Corps only because Newark is an urban Corps. But it is important that Corps members empower themselves and their communities, and they do that by being exposed to other communities and other people. Do you understand what I am saying?

They need to be exposed to diversity, and they need that themselves. So, when my Corps members go into another part of town—for instance, Ironbound—and they do a project, that is a learning experience and that strengthens and empowers them to make their communities stronger because they learned something they did not learn in their own community. But, the organization should truly be community-based and be generated by the needs that exist in that community for the people who live in that community.

Chairman OWENS. Well, I want to thank you all. We may have some additional questions that we want to submit to you. If so, we will be in touch with you within the next 10 days.

Mr. PAYNE. Mr. Chairman?

Chairman OWENS. Yes, Mr. Payne?

Mr. PAYNE. Before they leave, I am just curious about community-based programs as opposed to residential programs. What is Edison? Youth Corps?

Ms. MAZYCK. Job Corps.

Mr. PAYNE. Job Corps. Is the basic difference that in Job Corps you have more vocational training for a particular type of vocation, as opposed to the Youth Corps which is community-based and you have involvement in socializing and so forth?

Ms. MAZYCK. Service.

Mr. PAYNE. That is the basic difference?

Ms. MAZYCK. And they are supported, I believe, entirely by JTPA funds. Am I correct?

Ms. SELZ. Federal funds, Mr. Chairman.

Ms. MAZYCK. Yes, Federal funds.

Mr. PAYNE. What do you think about boot camps? You know, some of the State legislators have been talking about using some of the military bases like Camp Kilmer and Fort Dix and some of those other military bases that are going to be phased out. All of you are saying that you think the community is very important, and I realize that as a support group. But what do you think about some of the youthful offenders who are staying in their own community; won't they continue to be in bad company? I mean offenders that do nothing very serious; they might steal cars. That is not serious in our community.

[Laughter.]

Mr. PAYNE. What do you do with those fellows who aren't really bad; they get a lot of status by being the best doughnut guy in the south part of town or the one who can get a car quickest or somebody who is daring and just steals a police car. You know, it is just things to get status. I think that is the basic.

And, if they are out of that setting, many of them would probably be just normal kids. What do you think about the boot camp philosophy—sort of paramilitary, up early in the morning, a lot of stuff during the day, a lot of discipline, to bed early at night—that kind of thing?

Ms. SELZ. Personally, it sounds terrible. But looking at it within a broader social context—Arsenio Hall has referred to the Youth Corps as the good gangs because they have many of the components of what we envision as gangs—the uniform, the team spirit, the structure, the esprit de corps, if you will. We do have some difficult young people in Youth Corps. But success in a Corps requires motivation. The young person who comes into a Corps and stays for more than a month—and I think that the practitioners will agree with me—is a motivated young person who very much wants to change his/her life, and I think that for that group of young people all opportunities should be voluntary. They should be opting for this. They should be making the choice.

I recognize that there is a population of young people that do not belong in Youth Corps. It would not be the appropriate environment. It would be destructive to the Corps and to the other Corps members. If some kind of modest testing of the boot camp concept could be conducted before it is implemented on any scale, I think that it is a social intervention that should be explored. My organization does not have a position on the boot camp issue, obviously. Personally, I think it is something that we need to approach very cautiously and see if there are benefits that accrue or if it is just convenient warehousing.

Mr. PAYNE. You know, many of these youngsters are forced by peer pressure to be in the stolen car or forced to do the wrong thing. They don't want to do it. They almost have no option than to go along. And many times out of that environment of being pushed or forced into doing the wrong thing they could thrive. Like I said, stealing a car is all right until they hit another car and three people get killed and then they are up on a manslaughter charge.

A lot of the kids like I said, are not really bad. But in some of the communities that they live in, they just have to go along or they get hurt. We have had numerous cases of vehicular homicide. When a kid goes in a car with six or seven other kids because that is what everyone is doing, and then he is on trial for manslaughter, it is a totally different situation than just taking a car. In other words, sometimes it is taking a kid out of an environment for his own safety and protection. Even if he went to Youth Corps in some of these communities, he is going to have a hard time going back home because his old friends will wonder why he is trying to do this right thing anyway.

We had some kids who we got into Seton Hall Prep. They wear uniforms, and every day, not far from where I live, the kids would take their uniforms off at school and take them home in a bag. They would go back out the next day without their Seton Hall Prep School jacket on. They got to school to put it on. They were uncomfortable with that uniform because it meant doing more or doing better; you are stepping up and the others want to keep you down. As a matter of fact, one of our kids, the Youth of the Year from the Boys and Girls Clubs, is at Duke right now. This kid, as a 9- or 10-year-old, found his mother dead one day, but now he is one of the fantastic students. But, he used to take his uniform off just to go home.

Ms. MYERS. In Arkansas we are going to be testing, I think next year, a relationship with the National Guard to do something similar to what you are discussing with adjudicated youth—these are young people that would be wards of the State anyway and therefore would be out of their normal environment—to see if that won't be a substitute for incarcerating them. I think there are other models around the country. So, again to Kathleen's point, testing this model is critical to see how efficient it is and how beneficial it is to the young people over time.

But what I think we are also going to need to look at is, for those adjudicated youth who go through a program like you are talking about, when they come out can we continue that change in life structure by providing them an opportunity in a service situation to become meaningful members of the community.

Ms. MAZYCK. We do that in Newark already. Many of the young people we serve have gone through the Job Corps, young people who have been in residential facilities, and this is the next step. This is the transition for them out of those facilities.

Mr. PAYNE. It almost ought to be a part—I mean, now that you mention it, it almost should be a next step. And the kids I am talking about basically would have been put into some kind of a youth home or whatever. But like I said, they are not hardened criminals to the point where they ought to be thrust into that setting of real hard youthful criminals.

I think that there are many types of youthful offenders. Like I said, many of them just have to go along. Some of them are really bad. I am not saying that these kids are all good. But I think that to have a real follow-up coming from the facility and into a program like that almost ought to be mandatory because many of them cannot find employment, as you know. There are no jobs in Newark primarily for young people, and so if they become idle again, then they are simply going to drift back into all those negative things and find themselves in serious trouble again.

Thank you, Mr. Chairman.

Chairman OWENS. Thank you.

Our second panel consists of Ms. Beverly Boyd, a VISTA volunteer from Portsmouth, Virginia; Ms. Doris Brown, a VISTA volunteer from Portsmouth, Virginia; Ms. Lisa Woll, former Director and current member of the Board of Directors of Friends of VISTA, based in Washington, DC.

We are pleased to welcome you. I think our time schedule will permit you to read your entire statement if you like and elaborate on any points during the questioning period.

We will start with Ms. Beverly Boyd.

STATEMENTS OF BEVERLY RENE BOYD, VISTA VOLUNTEER, PORTSMOUTH, VIRGINIA; DORIS BROWN, VISTA VOLUNTEER PORTSMOUTH, VIRGINIA; LISA WOLL, FORMER DIRECTOR, CURRENT MEMBER, BOARD OF DIRECTORS, FRIENDS OF VISTA, WASHINGTON, DC

Ms. BOYD. Thank you. Good morning. I am very glad to be here this morning. Honored, in fact.

I became a VISTA in November of 1991, so I am into my second term as a VISTA. It has been one of the most wonderful experiences in my life: one that has availed a lot of opportunities for learning; one that has provided a lot of challenges; one that has given me the opportunity to make a difference in my community.

I became a VISTA as a result of being a resident of Park Place Shelter in Portsmouth. I was a homeless person. Sometimes it is difficult to go back to that in that so many wonderful things have happened since then as a result of my being a VISTA. You know, sometimes I become just a little disassociated with that in view of the growth and the things that I have had an opportunity to do since I became a VISTA.

But I haven't forgotten and I never will forget, because I think it is important that I always be able to connect to that experience. And no doubt about it, that is one of the most painful experiences that a human being can go through. I don't think anything quite compares to displacement or having a feeling of not having anywhere to go. But I never want to forget because I believe that as long as I remember that experience I will be able to relate to and help the people that I work with.

Another one of the most outstanding things, I think, about my experience as a VISTA, is that it develops human potential in a way that gives an individual a chance to exercise caring, love and a desire to help. Not just love of self—and it does that too—but love

of other people, love of your community, and a desire to be able to really help the people for whom you work.

And speaking of helping, I have been able to learn to do that in what I think is the most effective way through the agency that I work for, Portsmouth Area Resource Coalition. I am very appreciative of the VISTA program, but I am also very appreciative of the agency. I have learned so much from their example, from how I was aided, and from observing and making assessments. It's a wonderful place with wonderful people, and I feel very fortunate to have had that experience.

Also, one of the things that stands out for me was the VISTA orientation. I took the oath, which was a very emotional moment for me. I took the oath seriously. The orientation did a lot in terms of inspiring the people that attended. And when I took the oath, I came back to Portsmouth with a conviction, or a commitment to be able to put in place a program that—as we were told during the orientation—would be able to carry on once our term was complete.

As a VISTA at PARC I developed one of the existing programs, the Family Worker position, which is now the Housing Counselor position. In doing that, of course, I helped people transition into housing. It has been a lot of fun getting that program together. And, of course, it has been a major experience in terms of learning how to help: how not to help too much in a way that disempowers a person versus giving a person a sense of control.

The other program that I was able to implement, with a tremendous amount of support from PARC, was a support group for former and current residents entitled A Network for Independence. Our motto encompasses our main goal or agenda, "Further Learning Inspired By Greater Hopes and Togetherness." Having been able to get that program started, again with the know-how and the encouragement from the staff at PARC, I feel that I have been successful in being able to leave behind something that can carry on.

The focus of the Network for Independence is to adjust attitudes; to turn hopelessness into hope; to turn disbelief into a belief in yourself and in your abilities to support self-development.

I don't want to be too long. In reference to the improvement on the VISTA program, 95 percent of the clients that come through PARC Place Shelter are welfare recipients. As a result of my VISTA experience, I got an opportunity to make a lot of observations of my own. One thing I noticed was a general hopelessness, anger, a disempowerment that had happened with people before they came into the shelter. Ninety-five percent of the people—I keep repeating that because I connect that so strongly with the welfare system, to general sense of hopelessness.

And I say that because I sincerely hope that funding is increased for the VISTA program and in a big way, so that the same benefits which I have received from being a part of the VISTA program can be expanded. Actually, the VISTA program as it is now, doesn't need improvement. I couldn't suggest any improvements. I think it is a great program. And when I look at that program and I look at the program that 95 percent of the Shelter clients are a part of—it is an excellent program, and my suggestion is for an expansion of that.

And I understand that it may be idealistic; it may be overly simplistic in terms—the feasibility of it and the actual carrying out. What I would really like is a major increase of funding for VISTA in a way that would involve and focus on welfare recipients to give them the same opportunity for empowerment. I am delighted to have heard that concept stated so many times since I have been here this morning. I agree that it is a very important concept. The Network for Independence started out with a grant for \$15,000. Now, even with that amount, there is not much that we will be able to do in terms of tuition assistance, actually giving people financial aid, and that type of thing. But that is just it. The major focus of the Network for Independence is to adjust attitudes, to give people a sense of pride. That is what the VISTA program has done for me.

I see so many people who lack that and are in need of that. I am hoping that the program can be expanded to include more welfare recipients in a way that can directly impact their community. My perception is that urban communities, poor communities, have a high rate of welfare recipients; have a high rate of crime, drugs, teenage pregnancies, juvenile delinquency. I feel that if more VISTAs can be put in place in their community, they can make the difference themselves, not be dependent on other government agencies or outsiders to come into their community. What would be a better method of empowerment? Not only would it benefit the VISTA, but it would benefit everyone in that community, and everyone connected with that VISTA. I hope that even if that is not the way that the funding is used, I hope that it is increased.

Again, thank you for having me here this morning. I am very appreciative of the VISTA program.

Chairman OWENS. Thank you.

[The prepared statement of Ms. Boyd follows:]

STATEMENT OF MS. BEVERLY RENE BOYD

Thank you for inviting me to testify at your subcommittee hearing regarding the reauthorization of the Domestic Volunteer Service Act and the National and Community Service Act, on February 25, 1993. It will be an honor. I am looking forward to being there and hope to provide testimony that will enlighten you about the need for the continued functioning of a worthwhile and productive volunteer service—VISTA [Volunteer in Service to America]. The written testimony you requested follows.

HOW MY INVOLVEMENT OCCURRED

In April of 1991, I was homeless. Today I am a housing counselor and the facilitator of a support group for former and current shelter residents at the very facility that provided emergency assistance to me 2 years ago. In April of 1991, I felt depressed, rejected, low on hope and very angry at a world that provided countless disappointments. I was working part-time for a janitorial service that would go out of business 2 months later. Today I am full of hope, have dreams and goals and a firm belief that I will fulfill them. Today I am doing work that is important to society and I feel that because of the commitment I've made to helping others, I am very much a part of the society in which I live. This was possible due to the caring of PARC [Portsmouth Area Resource Coalition] Place Shelter and due to the VISTA program.

After being in the shelter for 1 week, I was offered the resident manager position. I worked hard at this for 6 months. During those 6 months, I also observed the other clients as they entered and exited the shelter. I noticed that most of them had similarities—anger, low self-esteem, dependency on the welfare system, and hopelessness. I wanted to help. My interest was further heightened by a workshop I at-

tended, courtesy of PARC, entitled, "The Art of Helping." I knew I had found my calling.

Katura Harvey, executive director of PARC, gave me the opportunity to attend several seminars/workshops/meetings and listened to me when she had the time. She is a very special and gracious person that gave credence and encouragement to my offerings—never letting on that the problems I noted were very old problems that she and many others deeply cared about as much as I was just beginning to.

As I prepared to move into a home of my own and my resident manager position was about to end, Katura asked me if I was interested in being a VISTA. Sure I was! Life has been quite worthwhile ever since!

PRESERVICE TRAINING

In November of 1991, I traveled to Harrisburg, Pennsylvania by plane to attend the 3-day VISTA Preservice Orientation. The VISTA Orientation was a rich experience that prepared me well for the challenge I would undertake—to implement a program for the agency and the community it served that would continue to thrive after my VISTA experience was complete. The speakers were delightful and very informative as they motivated and inspired us. They covered everything from the "awareness of community resources" and the "recruiting of community volunteers" to "proposal writing" and the importance of reading, research and political awareness.

We were given an opportunity to give presentations as well, upon forming groups and completing various fun and developmental activities which included exercises in "communication skills," "planning a project," "promoting a project" and more. The camaraderie that developed was unique in that it grew—not from common methods, beliefs, association or such—but from a shared desire to *make a difference* regardless of whether it was in the area of homelessness, retarded citizens or domestic violence. There were several views expressed on how best to do this. It was very stimulating to hear other perceptions and possible solutions.

The VISTA panel was a highlight, as they shared their experiences. The grant writing class was an excellent bonus session. I returned to Portsmouth eager to perform my duties in the manner I agreed to when I raised my right hand and repeated the oath with conviction.

ACTIVITIES AND ACCOMPLISHMENTS

As a housing counselor at PARC Place Shelter, I assist clients with transitioning. I provide housing information and assist clients with decisionmaking, planning and strategies for follow-up. I also make mental health care, job training and educational program referrals, if necessary, and help clients acquire furniture and other household items. I listen when a client needs to be listened to and try to be supportive and encouraging when they are depressed.

Also, I am the facilitator/coordinator of the Network for Independence, a support group for current and former residents, whose goal is to promote self-dependency, enabling freedom from the system by decreasing hopelessness and despair and increasing awareness of personal development in an atmosphere of camaraderie and community. I wrote a proposal to the SYNOD OF THE MID-ATLANTIC's Self-Development of People Committee last March, asking for \$15,000 in seed moneys to insure the group's ability to function effectively as we engage in self-development, using the funds for tuition assistance, child care, workshops/seminars/cultural events, community projects, supplies, etc. The SYNOD approved the funding in June of last year. Fundraisers and grants will provide for the long life of the Network and opportune further self-development.

The group is doing well and still preparing for FLIGHT. Our motto is: *Furthered Learning Inspired by Greater Hopes and Togetherness*. And our logo is a *butterfly* because a cocoon, an immobile, unassuming and ignored creature, turns into this winged portrait of beauty, freedom and majesty. Often what is hidden beneath anger and hopelessness are dreams unspoken and the fear of yet more rejection, another failure and mountainous obstacles. The Network for Independence will provide support, encouragement and point the way.

Katura Harvey, PARC's executive director, and Annette Majors, PARC's shelter manager, provide guidance and caring generously. We periodically have guest speakers from various areas of expertise. I am very proud of this venture.

IMPROVING THE VISTA PROGRAM AND PROCESS

The VISTA program is an excellent one and I do not have any suggestions for its improvement. I do, however, have an idea regarding its expansion. The VISTA program has been a tremendous benefit to me, to the agency and, I like to think, to the people I've been able to assist via the agency. I feel adamantly that funding should

be increased to the VISTA program because—simply put—it works. Of the government programs in existence, it is one of the most effective, because it opportunes empowerment; it does not systematically disempower. VISTA avails self-worth; it does not challenge one's dignity. It promotes growth, personally and professionally, instead of promoting dependency. It inspires hope, not hopelessness. And it does so, with the participant accepting the responsibility for a most commendable and much needed pursuit—helping others in poverty or crises.

In fact, I believe, this program is the direct opposite of the largest (involving 3.5 million people), most damaging yet most expensive government program—WELFARE. I propose that the VISTA funding be increased, and welfare funding decreased—by taking minority welfare recipients and preparing them as VISTA's that would assist agencies in inner cities or troubled communities to advance the fight against not only drugs, crimes, teenage pregnancies, juvenile delinquency, et cetera; but also the self-hate, despondency and complacency that prevails in these neighborhoods. The community vehicles driven by VISTA's would educate, motivate and empower urban communities in a way that would promote unity, dignity and action. In other words, the very ATTITUDES beneath welfare dependency, that sometimes passes from generation to generation, would be the focus.

This doesn't seem logical when you factor that VISTA's are eligible for welfare and other programs without the VISTA stipend being considered. But receiving moneys with zero effort, doesn't compare to the pride evoked from having worked for it or taken responsibility for receiving it in some way. (For instance, I feel that my son's ADC check and the food stamps I receive are due to my efforts, because I work very hard as a VISTA. I view the public assistance as an extension of my stipend. Further, to complete my VISTA term and then subsist on welfare, is unthinkable. I will find a job. I will return to school. And I will give back once I "make it." ATTITUDE is 90 percent.)

The responsibility for making a difference in these communities would come from the people that are hurting the most. What better healing? What could be a better remedy than empowerment?

As urban VISTA's make a difference in the communities they service, the end result would hopefully be decreased welfare rolls—as the recipients, who see welfare as their only option or recipients who become stuck in the cycle or teenagers who seek independence from unhappy homes through pregnancy and shelters, become fully functioning members of society.

In summary, I feel the VISTA program should be expanded to include more minorities in a fashion that would DIRECTLY impact minority communities and minority issues.

Also, semi-annual or quarterly VISTA seminars for recruited welfare recipients, in addition to the initial Preservice Orientation would facilitate this expansion, as these participants would probably need more training and support.

HOW TO ATTRACT AND RETAIN INDIVIDUALS

Before I came to PARC Place Shelter, I had never heard of the VISTA program. I was surprised when I learned during the VISTA Orientation that it had been in operation as far back as 1971. I think that more media attention to the efforts of VISTA's would help attract individuals—individuals from all walks of life who want to make a difference, too. The public's knowledge of what a VISTA's aims are, would discourage the insincere, also.

Thank you for taking the time to read my written testimony regarding my VISTA experiences. I enjoyed sharing them. I hope this testimony will be of use to you and the subcommittee.

Chairman OWENS. Ms. Doris Brown.

Ms. BROWN. Good morning. I am very honored to be here, Mr. Chairman, and other distinguished members.

My name is Doris Brown. I am a single parent of two daughters. I live on Barbour Drive in a housing development in Portsmouth, Virginia. Living there I see firsthand what needs improvement in our neighborhood and have a chance to recruit other tenants to make a difference. I have been a VISTA at the Elm Avenue Center for Health for 16 months, and feel being a VISTA volunteer is very important to me and my community.

The Elm Avenue Center for Health, called EACH, is a health care center for people of Portsmouth who are low income and with-

out health insurance, medicare or medicaid. The focus of the Center is prevention, health education and chronic illness follow-up. The hope is that those who use the services of EACH will benefit by learning how to take care of their own health and teach their children to do the same.

EACH opened in June 1990. The Director submitted an application to VISTA in September of 1991, after hearing about it through one of her volunteers. VISTA is to motivate people to help themselves. We felt this was what we were trying to do through the mission of EACH.

The position was offered to me because I had been volunteering at EACH and, according to the Director, had demonstrated the skills and interest required for a VISTA volunteer. My duties as a VISTA volunteer at EACH include the following:

I make contact with people in the community who are in need of assistance and encourage them to come to the Center. I often visit the homeless for this purpose. I meet with the people who come to the Center to provide assistance with accessing the resources—housing, food, social services—and other organizations that are available to them.

As a VISTA volunteer at EACH, I am responsible for the educational programs and for arranging a display each month. I make contact with organizations or individuals to do the displays. These have included AIDS and Teen Pregnancy. I contact people in the community and invite them to become volunteers and orient new volunteers to EACH. I am developing a written manual which describes what I do at EACH which will be used by other volunteers at EACH.

I assist the Director as necessary toward reaching the goals of the Center. This past year, I have been a member of the Mayor's Health Care Advisory Committee and various other committees to represent the needs of the patients who come to EACH. Because of my life experience and closeness to the people we serve, I am able to make known the problems from the clients' point of view.

I personally know many of the people we serve and I am from the same cultural and social background. They are not afraid to approach me about their problems. According to the Director, my familiar and down-to-earth manner is frequently more effective than hers. I provide a stability to the Center where there are so many different volunteers helping out for short periods of time.

As a result of our guidance, several volunteers gained a self-confidence that has enabled them to get jobs. Two have gone on to school. A real advantage for me, personally, was that the availability of the VISTA income and health insurance did not adversely affect my present financial and housing situation.

As a part of my initial training, I attended a week-long seminar to become oriented to my responsibilities as a VISTA volunteer. I attend a monthly conference on nutrition and keep a diary of my activities which the Director and I review periodically.

The desire to volunteer comes from inside the person who offers. We volunteer either because we have been raised and taught to help others or because we want to give back something in return for help we have gotten. Two examples of this are our students

who come to volunteer after finishing their training and patients who volunteer.

Some volunteer because they see a need and are inspired to help. Some of our volunteers do so because they have no work experience and little education, and we offer references if they do a good job volunteering. We teach job skills to those volunteers as needed.

Regarding retention, volunteers need the same things others need in any job setting—to be treated with respect, ideas listened to, a sense that what they are doing is important and helpful, enjoyment in the work, support, and encouragement. What is also essential is other support systems like living expenses, housing, safe child care, transportation, health care insurance, et cetera. Our volunteers who have problems in any of these areas do not stay long.

Regarding the VISTA program and process itself, I share these thoughts with you from the director of EACH. The application form is cumbersome; there are too many questions asking the same thing. Perhaps there could be a biannual report rather than a quarterly. Volunteer-run programs, at least at EACH, are people oriented, not paper oriented, and the quarterly report is truly a chore. She requests longer contract time; instead of yearly, have the grant application be for 2 or more years at a time.

It has been difficult balancing the VISTA direction that the VISTA volunteer not be in any leadership position but be a motivator of other people and not provide direct service. The fact is, I do all these things at various times out of need of the low-income project that EACH is and the minimal staff available. The director has to work hard to make the paperwork fit the VISTA requirement.

Despite this complaint, the fact is, however, we have all learned more about motivating people to do for themselves as a result of the VISTA director. She believes VISTA could allow for movement of the VISTA volunteer into leadership positions in the community, remain a VISTA volunteer and still not lose the motivating focus of the program.

Finally, personally, without VISTA I would not have had the courage to reach out the way I have done this past year. I have learned about teaching others about their health, I have learned how to help people do for themselves instead of doing things for them, and I have learned that a lot of times people can solve things themselves; they just need someone to listen to, encourage, and support them. I am learning how to reach out and get others involved. I have learned how to make things happen, and I have learned that I can have a big influence on my community. I have become a much more exciting person.

Thank you very much.

[The prepared statement of Ms. Brown follows:]

Ms Doris Brown
1117 Barbour Drive
Portsmouth, VA 23704

Good Morning, My name is Doris Brown. I am a single parent of 2 daughters. I live on Barbour Drive in a housing development in Portsmouth, Virginia. Living here I see first hand what needs improvement in our neighborhood and have a chance to recruit other tenants to make a difference. I have been a VISTA at the Elm Avenue Center for health for 13 (thirteen) months and feel being a vista volunteer is very important to me and my community.

The Elm Avenue Center for Health, called EACH, is a health care center for people of Portsmouth who are low income and without health insurance, Medicare or Medicaid. The focus of the center is prevention, health education and chronic illness follow up. The hope is that those who use the services of EACH will benefit by learning how to take care of their own health and teach their children to do the same.

The paper you received goes into more depth about the history and purpose of EACH.

EACH opened in June 1990. The director made an application to VISTA in Sept 91 after hearing about it through one of her volunteers. This volunteer heard about VISTA through another agency (PARC) who was already using VISTA volunteers. The goal of VISTA is to motivate people to help themselves; we felt this was what we were trying to do through the mission of EACH.

The position was offered to myself because I had been volunteering at EACH, and according to the director, had demonstrated that I had the skills and interest required for a VISTA volunteer.

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I meet with the people who come to the Center to provide assistance with accessing the resources (housing, food, social services, etc) available to them.

As the VISTA volunteer at EACH I am responsible for the educational programs and for arranging a new display each month. I make contact with organizations or individuals to do the displays. These have included AIDS, Teen Pregnancy, Taking Medications Properly, Nutrition, Afro - American history.

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This past year I have been a member of The Mayor's Health Care Advisory Committee and various other committees to represent the needs of patients who come to EACH. Because of my life experience and closeness to the people we serve, I am able to make known the problems from the clients' point of view.

I personally know many of the people we serve and am from the same cultural and sociological background. They are not afraid to approach me about their problems. According to the director, my familiar and down to earth manner is frequently more effective than hers.

I provide a stability to the Center where there are so many different volunteers helping out for short periods of time

As a result of our guidance, several volunteers gained a self confidence that has enabled them to get jobs. Two have gone on to school

If it weren't for the volunteers, EACH could not afford to remain open. Our VISTA volunteer has made a valuable contribution to us being able to find and orient volunteers

A real advantage to me personally was that the availability of VISTA income and health insurance did not adversely affect my present financial and housing situation

As a part of my initial training I attended a week long seminar to become oriented to the responsibilities of a VISTA volunteer. I attend a monthly conference on nutrition and keep a diary of my activities which the Director and I review periodically. One-on-one conferences with the director occur frequently at the Center as needed.

The desire to volunteer comes from inside the person who offers. We volunteer either because we have been raised or taught to help others or because we want to give back something in return for help we have gotten. Two examples of this are our students who continue to volunteer after finishing their preceptorship and patients who volunteer. Some volunteer because they see a need and are inspired to help. Some of our volunteers do so because they have no work experience and little education and we offer resumes if they do a good job as a volunteer. We teach job skills to these volunteers as needed.

Regarding retention, volunteers need the same things others need in any job setting, eg. to be treated with respect, ideas listened to, a sense that what they are doing is important and helpful, enjoyment in the work, support, encouragement, etc. What is also essential is other support systems like living expenses, housing, safe childcare, transportation, health care insurance, etc. Our volunteers who have problems in any of these areas do not stay long.

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It has been difficult balancing the VISTA direction that the VISTA volunteer not be in any "leadership" positions but is a motivator of other people, and that she not provide "direct service". The fact is I do all these at various times out of necessity of the low income project that EACH is and the minimal staff available. The director has to work hard to make the paper work (reports, etc.) fit the VISTA requirement. Despite this complaint, the fact is however, we have all learned more about motivating people to do for themselves as a result of this VISTA direction. She believes the VISTA could allow for movement of the VISTA volunteer into leadership positions in her community, remain a VISTA volunteer and still not loose the "motivating" focus of the program.

"Without VISTA I would not have had the courage to reach out the way I've done this past year. I've learned about teaching others about their health. I've learned how to help people do for themselves instead of doing things for them and learned that a lot of times people can solve things themselves, they just need someone to listen and encourage and support them. I'm learning how to reach out and get others involved. I've learned how to make things happen and I've learned that I can have an influence on my community. I have become a much more exciting person."

When I shared this with the director, she said she agrees with this totally and told me to tell you this.



ELM AVENUE CENTER for HEALTH

1701 ELM AVENUE
PORTSMOUTH, VA. 23704
(804) 397-6955

PURPOSE

The Elm Avenue Center for Health (EACH) is a health care center for people of Portsmouth who are low income and without health insurance, Medicare or Medicaid. The focus of the center is prevention, health education and chronic illness follow up. The hope is that those who use the services of EACH will benefit by learning how to take care of their own health and teach their children to do the same. The hope is that patients will seek treatment early so that their medical condition does not progress to serious medical complications and disabling diseases.

HISTORY

EACH is the result of people from various agencies seeing the need and working to make the Center happen. It was made possible through start up financial support provided by the Portsmouth General Hospital Foundation and additional funds from the Beasley Foundation, Blue Cross Blue Shield and other organizations. Space was provided by Martin Luther King Jr United Methodist Church. Medical and other services were contributed by Harview Medical Center, Portsmouth General Hospital, Medicare Physicians and numerous individuals, community agencies, Churches and organizations.

THE PROBLEM

The problems we see are often the result of persistent cycles of poor health, physical, social/emotional, vocational and abuse problems that run in families. When people come to the Center with a problem we use the opportunity to educate them and those who accompany them. We look at altering cycles of poor lifestyles through education and use of appropriate resources.

There is a need for earlier medical intervention. For example, a person is in the early stage of a medical problem; she cannot get an appointment with a doctor (no money, no insurance, no clinics in Portsmouth, and the Health Department not taking any new patients); her condition worsens; she becomes too ill to work (yet not totally disabled); she often ends up in the emergency room; now she is seriously or chronically ill, requiring more expensive medical treatment and is now unproductive. Many of our patients do not have sufficient job skills or education to have a choice of a less labor intensive job when they age or find themselves with a moderately disabling condition. Many do not have the skills or energy (due to their illness) to wade through the process for getting help for which they might be eligible. Often however when they seek such assistance, they find they are not eligible for any kind of aid and so end up back at the beginning of the above scenario.

OPERATION OF EACH

EACH is managed by a nurse practitioner who is on duty full time and provides the direct care to the patients. EACH uses the voluntary services of physicians who donate their services 2-4 hours a week. A staff of volunteers including nurses, medical assistants, other nurse practitioners and our clients provide help at the center and facilitate the educational program.

The nurse practitioner and/or physician sees patients for the medical visits. These visits are purposely scheduled for half hour appointments so that time is allowed for teaching. The volunteers keep health education tapes running in the waiting area. Each month a different education display is set up in this waiting area. Multiple pamphlets and other reading materials are made available for the patients and visitors to take with them. The VISTA volunteer is responsible for the educational programs and for arranging a new display each month. She makes contact with organizations or individuals to do the displays. These have included AIDS, Teen Pregnancy, Taking Medications Properly, Nutrition, Afro - American history.

STATISTICS

YTD number of medical visits Jan 92	1815
YTD number of educational visits Jan 92	1001
Total	2816
YTD number of medical visits Jan 93	2065
YTD number of educational visits Jan 93	2162
Total	4227

Chairman OWENS. Thank you.

Ms. Lisa Woll.

Ms. WOLL. Good morning, Mr. Chairman, members of the committee. It is a pleasure to have the opportunity to represent the views of Friends of VISTA before you.

After years of fighting to keep VISTA alive and then to preserve its mission, it is truly exciting to have a President whose priorities include attacking poverty and promoting service. Although most of President Clinton's national service comments have been about service in conjunction with loan forgiveness for college youth, according to the White House Office on National Service, the President's initiative will include Americans of all ages and educational backgrounds and goals. As you know, VISTA has always been an inclusive program, and it is our hope that President Clinton's National Service Initiative will provide for a long awaited rejuvenation of VISTA.

We were thus pleased to learn that VISTA is slated to receive \$1.2 million in the President's Summer Service Plan should it get appropriated funds, although we remain hopeful that VISTA will receive a greater percentage of funding in his larger National Service Plan.

When Friends of VISTA came before you during the reauthorization in 1989, the role of VISTA National Service was already an issue. During that hearing, Friends of VISTA said to you that if Congress wanted to increase service opportunities they should increase existing successful programs in addition to creating new ones. We urged you to make sure that expansion of VISTA was a part of any national service program in order to allow greater opportunities for people to spend a year of their lives working to alleviate poverty, hunger, homelessness, illiteracy, and other human suffering. Nearly 4 years later, Friends of VISTA stands by these same recommendations.

VISTA is a proven successful program and the only full-time Federal volunteer program with the purpose of alleviating poverty. In 1994, VISTA will celebrate its 30th anniversary, having enrolled more than 100,000 volunteers on more than 12,000 anti-poverty projects of the kind you have heard about this morning. Volunteers of all ages and all backgrounds serve in VISTA, offering a variety of skills and experiences. Volunteers recruited from local communities serve alongside those recruited from other parts of the country. Their role in low-income communities has been, and continues to be, that of resource mobilizer, catalyst, community developer, as well as direct service provider.

Your own subcommittee's hearing record from VISTA's 25th anniversary provides ample evidence of the life-changing experiences VISTA has provided for its volunteers and the communities. It has truly created and sustained a service ethic among volunteers, a lifelong commitment to low-income communities.

As you know, the details of the Clinton plan are unknown, although the President is expected to offer an outline of that plan on Monday. However, we do know that this administration does not want to create a program that is run entirely from the Federal Government but one which takes advantage of existing State and local programs and networks.

Because of the community-based nature of VISTA, it fits well within this construct. VISTA projects are locally developed and managed, thus making VISTA a Federal program which responds to the needs that have been identified at the local level. VISTA can also provide the flexibility needed to meet the emerging needs of low-income populations as well as the program priorities of the Clinton administration.

During the 1970s, many VISTA volunteers worked in low-income energy assistance in response to the energy crisis. In the early eighties, many volunteers were assigned to food banks in order to expand their capacity and increase donations and distribution of food. Most recently, as you know, particularly in the VISTA Literacy Corps, a significant number of VISTA volunteers have been assigned to literacy projects.

Today, VISTA's can tackle some of the most difficult issues facing low-income communities, such as job readiness programs for persons seeking to reenter the job market, economic development in rural communities, permanent housing for the homeless, and support systems for those afflicted with AIDS. Because of its flexibility, VISTA can also be linked with other anti-poverty initiatives such as enterprise zones.

Friends of VISTA strongly recommends that the White House Office on National Service use components of the ACTION agency infrastructure in its National Service Initiative. Of the two agencies administering service programs—the Commission which you have heard about this morning and ACTION—only ACTION has a field structure, with 47 States, nine regional offices, extensive contact with local, State, and Federal officials, and a planning/programming system responsive to local needs. Utilizing the infrastructure and programming and support systems would expedite implementation of a national service program and take advantage of ACTION's expertise in the mobilization of volunteer resources.

My written testimony outlines a number of services ACTION can provide, but I think the most important is instituting requirement, screening, and placement systems for national service participants, which they have done in thousands of local communities across the country already.

In short, Friends of VISTA believe that ACTION is in a unique position to support the new national service effort, in conjunction with the Commission, and to provide greatly needed accountability and oversight of volunteers and projects.

In terms of specific suggestions for programmatic changes to VISTA, I am gratified to report that many of the changes this subcommittee implemented in the last reauthorization of the Domestic Volunteer Service Act have improved the functioning of the program. There remains, however, room for improvement. As you know, in 1975 the budget funded 4,500 service years. Mr. Chairman, today with just 3,400 service years, VISTA remains a very small program. Within a national service program there is certainly room to at least fund the same number of volunteers that were funded in 1975. But I also believe there are compelling reasons to double, triple, or quadruple the number of volunteers, depending on the final appropriation.

You may be interested to know that currently the total number of VISTA slots in approved projects is approximately 5,000. What that means is that with just some additional funding, projects could quickly go up to 5,000 VISTA volunteers, an increase of 1,600 over what is currently in the program.

VISTA should also continue to increase the number of young people in the program. In 1988, only 13 percent of the volunteers were ages 18 to 25. Today, because of changes made in the last authorization bill and the work of ACTION staff, that number is up to 26 percent, a significant improvement and one I think we were all hoping for. Similarly, the number of recent college graduates has also increased and the loan forgiveness proposal under consideration by the President would expand the forgiveness opportunities already given to VISTA's and, I think, prove an incentive for getting additional college graduates into the program.

The most significant gain in the past year, however, has been the rapid increase in the number of volunteers who are nationally recruited. Just a few years ago, almost none of the volunteers were nationally recruited, and today 20 percent of the volunteers are national recruits. This emphasis on a mix of local and national recruits should be maintained. However, there is still a great need for wide-ranging publicity efforts on behalf of VISTA. I think we would all agree it remains a largely hidden program.

VISTA should also resurrect its effort to recruit volunteers with specialized training and skills, such as lawyers, educators, architects, accountants, doctors, and engineers. Additionally, longer training should be provided for in-service and pre-service, and greater efforts should be made to establish an esprit de corps, the sense that individual volunteers are part of a nationwide program.

In short, in 1993 the need for VISTA is as compelling as it was in 1964. Today, a startling number of families live in poverty; homelessness and hunger continue to plague our cities, our towns, and our people; urban violence, poverty, and despair have finally gotten some attention. The fact that many rural communities live with many of these same conditions and receive little attention; and today problems exist that didn't exist or were largely ignored in 1964—AIDS, domestic violence, environmental degradation—means that there is much left for VISTA to do in its role as this country's full-time anti-poverty volunteer program.

Mr. Chairman, members of the subcommittee, Friends of VISTA would like to take a minute to thank you for all the work Congress undertook to make certain that there still is a VISTA program in 1993 to talk about. The many friends of VISTA look forward to working with you to ensure that VISTA serves as a cornerstone of President Clinton's National Service Initiative and that anti-poverty volunteer initiatives are an important national service priority.

Thank you.

[The prepared statement of Ms. Woll follows:]

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TESTIMONY OF LISA WOLL, BOARD MEMBER FRIENDS OF VISTA

Hearing on the Reauthorization of the DVSA and the NCSA
House Select Education and Civil Rights Subcommittee
Education and Labor Committee
February 25, 1993

Good Morning. Mr. Chairman, Members of the Committee, it is a pleasure to have the opportunity to represent the views of Friends of VISTA before your Subcommittee. After years of fighting to keep VISTA alive and then to preserve its mission, it is truly exciting to have a President whose priorities include attacking poverty and promoting service. Although most of President Clinton's national service comments have been about service in conjunction with loan forgiveness for college youth, according to the White House Office on National Service, the President's service initiative will include Americans of all ages and educational backgrounds and goals. Volunteers in Service to America has always been an inclusive program and it is our hope that President Clinton's national service initiative will provide the long-awaited rejuvenation of VISTA.

VISTA and National Service

When I represented Friends of VISTA before this subcommittee in 1989, the role of VISTA in national service was already an issue. During that hearing, I said that if members of Congress wanted to increase service opportunities, they must increase existing, successful programs in addition to creating new approaches. I urged you to make sure that expansion of VISTA was a part of any national service program in order to allow more people to spend a year of their lives working to alleviate poverty, hunger, homelessness, illiteracy and other human suffering. Nearly four years later, Friends of VISTA stands by these same recommendations.

VISTA is a proven, successful program and the only full-time, federal volunteer program with the purpose of alleviating poverty. In 1994, VISTA will celebrate its 30th Anniversary having

enrolled more than 100,000 volunteers in more than 12,000 anti-poverty projects across the nation. Volunteers of all ages and all backgrounds serve in VISTA, offering a variety of skills and experiences. VISTA volunteers recruited from local communities serve alongside those recruited from other parts of the country. Their role within low-income communities has, and continues to be, that of resource mobilizer, catalyst and community developer as well as direct service provider. Your committee's hearing record from VISTA's 25th Anniversary provides ample evidence of the life-changing experiences VISTA has provided. It has truly created and sustained a "service ethic" among volunteers, a lifelong commitment to low-income communities.

Although we do not know the details of the Clinton plan, we do know that this Administration does not want to create a program that is run entirely from the federal government, but one which takes advantage of existing state and local programs and networks. Because of the community-based nature of the VISTA program, it fits well within this construct. VISTA projects are locally developed and managed, thus making VISTA a federal program which responds to the needs that have been identified at the local level. While VISTA project sponsors are both public and private non-profit organizations, the programs's greatest impact has been achieved under grassroots or citizen participation organizations whose ultimate goals are the attainment of capacity building, the training and building of local leadership, and self-sufficiency within the low-income community. Since the VISTA program seeks, but does not require, a financial contribution from its sponsoring organizations, those with fewer resources can still obtain VISTA volunteers for activities that might otherwise fail to achieve their full potential.

VISTA can also provide the flexibility needed to meet the emerging needs of low-income populations as well as the program priorities of this Administration. During the energy "crisis" of the late 70's for example, many VISTA volunteers were involved in low-income energy assistance, conservation, and appropriate technology activities. In the early 1980's, many volunteers were assigned to a network of newly-created food banks in order to expand their capacity and increase donations and distribution of food. Most recently, a significant number of all VISTA volunteers have been assigned to literacy projects, recruiting students, training tutors, and mobilizing private sector resources to enable these programs to continue after the VISTA resource is withdrawn.

VISTA volunteers can continue to tackle some of the most difficult issues facing the low-income population such as job-readiness programs for persons seeking to enter and reenter the job market, economic development in forgotten

rural communities, permanent housing for the homeless and support systems for those afflicted with AIDS. VISTA volunteers can also play a role in addressing environmental problems in low-income communities. For instance, in parts of the Southeastern U.S., VISTA volunteers are developing water and wastewater systems for communities without potable water. Because of its flexibility, VISTA can also be linked with other anti-poverty initiatives such as enterprise zones. Additionally, there is no reason that VISTA projects and volunteers, where appropriate, could not work with other programs likely to be included in national service, such as youth corps and YouthBuild.

The VISTA program also offers the Clinton Administration experienced VISTA volunteers who can serve as "volunteer leaders" by providing necessary support and technical assistance to national service activities.

ACTION Infrastructure and National Service

Friends of VISTA strongly recommends that the White House Office on National Service use components of the ACTION agency infrastructure in its national service initiative. Of the two agencies administering service programs, the Commission on National and Community Service, and the ACTION agency, only ACTION has a field structure. As you know, ACTION administers a broad array of volunteer programs in addition to VISTA, including RSVP, Foster Grandparents and Senior Companions, as well as Student Community Service and demonstration programs. Together, these programs comprise more than one half million volunteers in thousands of local communities. ACTION has a decentralized field structure (47 State and 9 regional offices), extensive contact with local, State and Federal officials and a planning/programming system responsive to local needs. Utilizing the ACTION infrastructure and its programming and support systems would expedite implementation of a national service program and take advantage of ACTION's expertise in the mobilization of volunteer resources. Specifically, the agency, through its structure and volunteer/community networks, is a foundation for:

- *developing placement opportunities for national service participants
- *monitoring national service projects to ensure that activities are meaningful
- *training national service project directors and volunteer leaders at

State/local levels

*instituting recruitment, screening and placement systems for national service participants.

*"payrolling" of national service participants via existing systems to save administrative costs at the local level

*validating and certifying the period of service of national service participants for student loan benefits utilizing database capabilities within ACTION; and

*awarding, fiscal monitoring and auditing of national service grants utilizing ACTION's decentralized structure and database capabilities.

Friends of VISTA believes that ACTION is in a unique position to support the new national service effort and to provide greatly needed accountability and oversight of volunteers and projects.

Reauthorization Recommendations for VISTA

I am gratified to report that many of the changes made in the last reauthorization of the Domestic Volunteer Service Act significantly improved the functioning of the program. However, there remains room for improvement.

In 1975, the budget funded 4,580 service years. Mr. Chairman, today, with just 3,400 service years, VISTA remains a very small program. Within a national service program, there is certainly capacity to fund the same number of volunteers that were funded in 1975. But I also believe there are compelling reasons to double, triple or quadruple the number of volunteers, depending on the size of the final appropriation. You may be interested to know that currently the total number of VISTA slots that approved projects have asked for is approximately 5,000. Thus, with sufficient funding, more than 1,500 additional VISTA volunteers could be immediately added to the program.

VISTA should also continue to increase the number of young people in the program. In 1988, only 13% of the volunteers were ages 18-25. Today, because of changes made in the last reauthorization bill, and the work of ACTION staff, that number is up to 26%. Similarly, the number of recent college graduates in

VISTA has also increased. The loan forgiveness proposal under consideration by President Clinton would expand the deferment and forgiveness opportunities currently extended to VISTA volunteers and thus help attract greater numbers of college students to VISTA.

The most significant gain of the past few years, however, has been the rapid increase in the number of volunteers who are nationally recruited. Just a few years ago, virtually none of the volunteers were nationally recruited. Because of Congress' strong recruitment language in the last reauthorization, today 20% of VISTA volunteers are national recruits. This emphasis on a mix of locally and nationally recruited volunteers should be maintained. However, there is still a great need for wide-ranging publicity efforts on behalf of VISTA. It remains a largely hidden government program.

VISTA should also resurrect its efforts to recruit volunteers with specialized training and skills such as lawyers, educators, architects, accountants, doctors and engineers. For instance, retired teachers and teachers on sabbaticals could work in community based agencies or in after-school programs. Additionally, longer training should be provided to volunteers before they begin their placements and greater efforts should be made to establish esprit de corps--the sense that individual volunteers are part of a nationwide program.

Conclusion

In 1993, the need for VISTA is as compelling as it was in 1964. Today, a startling number of families live in poverty. Homelessness and hunger continue to plague our cities, our towns and our people. Urban violence, poverty and despair have finally gotten some attention, but the fact that many rural communities live with many of these same conditions receives scant interest. Today, problems exist that didn't exist or were largely ignored in 1964--AIDs, domestic violence, environmental degradation. There is much left for VISTA to do in its role as this country's full-time, anti-poverty, volunteer program.

Mr. Chairman, members of the Committee, Friends of VISTA would like to recognize and applaud the congressional efforts over the last twelve years to keep VISTA alive. The many friends of VISTA look forward to working with you to ensure that VISTA serves as a cornerstone of President Clinton's national service initiative and that anti-poverty volunteer initiatives are an important national service priority.

Chairman OWENS. Thank you.

I am going to yield to Mr. Scott for the first questions. The fact that we have two persons from his district must indicate that something very special is happening in his district.

Ms. BROWN, you described yourself as a more exciting person. I don't know how exciting you were before, but I find you quite exciting now.

[Laughter.]

Ms. BROWN. Thank you.

Mr. PAYNE. Mr. Chairman, we ought to have a hearing down there.

Chairman OWENS. Yes, to find out what the magic is.

Mr. Scott, you may open with questions.

Mr. SCOTT. Thank you, Mr. Chairman. As you mentioned, we are very proud of the volunteers that we have in the Third Congressional District of Virginia.

I have a couple of questions. First, I would like to know what portion of the programs—the shelter and the health clinic—what portion of the staff support is provided by VISTA volunteers.

Ms. BOYD. At my agency there are, I would say, about half at the shelter. We have two student interns, one paid staff person, and the other three are VISTA's.

Ms. BROWN. At EACH I am the only VISTA volunteer, but we have at least 10 or 15 volunteers that we have gone out in the community and recruited.

Mr. SCOTT. And but for your effort in coordinating the volunteers, they probably wouldn't be there.

Ms. BROWN. No, they wouldn't.

Mr. SCOTT. What would happen to the programs if we didn't have the VISTA volunteers?

Ms. BROWN. If I wasn't at EACH, I know that it wouldn't stay open because we need volunteers to run the place. By being able to go out into the community to recruit other people to put time in EACH, that is the way we stay open.

Mr. SCOTT. Ms. Boyd.

Ms. BOYD. I think the VISTA volunteers play a major role in that they are able to relate to the clientele in terms of offering encouragement. It is just encouraging in itself to see someone that was homeless or in poverty, doing work that is important. So, I think that with our ability to relate, maybe better than perhaps someone that has gone through all of the schooling and what-not, we have one up on them because we talk the same language; we understand more.

Ms. BROWN. Any volunteer is important. That is what we try to make them understand. Any volunteer is very important.

Mr. SCOTT. Mr. Chairman, I think we are seeing how the use of VISTA is addressing two of our major problems in society today—homelessness and health care.

Let me ask a question about the volunteers directly. As I understand it, when you sign up as a volunteer there is developed a personal employment plan for transition in the Department of Employment. Is that accurate?

Well, let me ask it another way. What plans do you have for employment, and what is being done to transition you out of VISTA into full-time employment?

Ms. BOYD. I think a lot has been done in terms of the workshops, the seminars, the way that we are given different types of responsibilities and encouragement. For instance, we had a Word Perfect machine there that I kind of avoided for some time. Finally, you know, they just kept encouraging me to go ahead and make use of the machine for the network, for independence, to make sure that I had all my paperwork, letters, and minutes, and so forth, in the Word Perfect system. Finally, they convinced me that it was important to be able to use it, and I did.

So in terms of those types of things, the information they have available and being sure that you are continuously stimulated by different workshops.

Ms. BROWN. I am very proud of two of our recent volunteers. They didn't have any sort of skills whatsoever but by coming into EACH and learning the different things that go on, and being shown how to do certain things, they have gone on to become medical assistants this year; they have gone back to school. I feel that if I had not been there to lead them, they would never have gone back to school.

Mr. SCOTT. Ms. Woll, you mentioned the possibility of getting VISTA volunteers serving as doctors, lawyers, and so on. Have you had any success in recruiting positions in other professional staff?

Ms. WOLL. Not so much recently. I mean, if it happens now, it happens by happenstance; someone is looking to volunteer for a year, and they find VISTA, and they decide to go into a place that could utilize their skills.

In the early years of the program, it was done as a matter of fact. We had, for instance, as Congressman Owens may remember, at the 25th anniversary hearing, a Federal judge in Minnesota who had been sent to Chicago to start up a legal aid type clinic; people were sent to do very similar things in medical clinics in rural areas all over the country. That is not happening any more.

Mr. SCOTT. Do you find people volunteering at the end of their careers or at the beginning of their careers—people right out of law school or right out of medical school or people that are in the process of retiring? I assume you are not going to get many in the middle of their career.

Ms. WOLL. Actually, I think 26 percent of the VISTA's right now are 18 to 27; 19 percent are 60 and above. So the majority of the folks serving right now are in their middle years. I don't know how many of them have interrupted a career to do that. But in the sixties and seventies when more VISTA's were being recruited as professionals—doctors, engineers, lawyers—many of them were coming straight out of school. That clearly is not the way it needs to be, that is the way it was generally.

Mr. SCOTT. We heard from the previous panel about huge waiting lists for slots. Is that commonplace throughout VISTA where you have 20 or 50 applications for each slot?

Ms. WOLL. I doubt that you would find those numbers, not because of the nonattractiveness of the program. As you may know,

there is still very little public awareness about VISTA; there is no media out there at all.

Fortunately, in the last authorization, it was stipulated that one recruitment staff person had to be in every region to recruit folks. But I think, given that a region is four or five States, realistically, one person cannot do very much. So it is difficult to have a waiting list for programs that not many people outside of the small group working within the community and the volunteers know about.

I think historically there have been far more VISTA's than there were spots, very much the competitive level that you have with the Peace Corps today. That honestly does not exist any more, not for the goodness of the program but for the lack of knowledge about it in the broader community.

Mr. SCOTT. With the numbers you are talking about—I think you mentioned 40—

Ms. WOLL. Thirty-four hundred.

Mr. SCOTT. Thirty-four hundred?

Ms. WOLL. Yes.

Mr. SCOTT. There are 435 congressional districts, and if you had 10 in each congressional district, the whole district, that would be over 4,000.

Ms. WOLL. Right.

Mr. SCOTT. So you don't have to put the word out too far to get many people.

I think it shows that people want to help and you don't have to offer that much. I mean they are essentially getting stipends, and there are long lines of people willing to participate.

Ms. WOLL. Also, if I could respond to your question about the resources VISTA volunteers offer, in 1989—now this is a few years old, but my guess is that very little has changed—we did a survey of the Literacy Corps projects. Over 90 percent of them would have had to stop the services that they were providing if they lost those VISTA volunteers. My guess would be, like the two women whom I am testifying with today, that this is the situation of almost every project around the country.

Mr. SCOTT. The literacy projects?

Ms. WOLL. This was done specifically in literacy projects, VISTA literacy projects. Over 90 percent of them would have had to stop providing the services if they lost their VISTA volunteers. That is just an example.

Mr. SCOTT. Thank you, Mr. Chairman.

Chairman OWENS. Thank you.

Ms. Boyd and Ms. Brown, you have opened up a whole new frontier in terms of VISTA's image. There is always the image of the youthful college student using a couple of years of their time before they embark on a regular career. We even bemoan—Ms. Woll and I and others—bemoan the fact that it has become hard to attract those kinds of volunteers.

We noticed a sign of progress: 18- to 25-year-olds now represent 26 percent. That was always considered the desirable way to go—more young people. But here—with you two and the Delta Corps—we have examples of a more diverse population with large numbers of people who are not college graduates, and welfare recipients—

much maligned, unjustly vilified—finding opportunity in the VISTA Corps setting. I am very interested in where that might go.

There were several questions I asked the other panel that centered around whether volunteers should be working where they live. You say this should be seen as a program which provides opportunity for people who are on welfare, for poor people; that VISTA becomes an opportunity program to those who volunteer.

I didn't get a chance to ask the previous panel questions on benefits and stipends in volunteer programs. They seem to vary. In the Peace Corps—sort of a Cadillac volunteer program—there are all kinds benefits and opportunities, but when you move into the domestic volunteer programs benefits and opportunities appear to diminish. VISTA seems to be at the lowest rung in terms of what is provided.

What kind of benefits do you get? Health care benefits? A stipend? Let's just get that on the record. I also want to discuss the transition out of welfare. Are you still on welfare? What transition do you foresee?

Ms. BOYD. Well, one of the things I wanted to add in terms of what was being done in preparing us for employment—I think that the biggest benefit that my VISTA experience has given to me in terms of employment is the right attitude, the determination, the belief in myself, the confidence.

Chairman OWENS. What was the turn-around point? Was it the training in VISTA? At what point did that begin to take place?

Ms. BOYD. I think the turn-around point was—yes, the orientation played a major part in terms of the inspiration that they gave us and the sense that we were doing something important when we left Harrisburg, Pennsylvania, back in 1991. Also, in terms of the agency, when someone gives you an assignment with the trust that you will be able to carry that through, and encourage you, and commend you if it comes out as it should—that is so empowering.

If you are able to get past that first step or that second step, then you know you can get past the third step; if you can get past the third, the fourth—you know, it is just the attitude.

I think that in terms of welfare recipients and how they could benefit as well, it would be how their VISTA experience would adjust their attitude. My observation has taught me that attitude plays such a big part.

Chairman OWENS. Now, concretely, does VISTA provide a health care plan for you?

Ms. BOYD. In terms of the benefits? Yes, I have Blue Cross-Blue Shield. I do receive ADC and food stamps, and my son and I are on medicaid.

I know this is getting back to an abstract type of thing, but I must say, in terms of those benefits that I receive—the ADC—I feel that I have earned them. I just see it as an extension of my stipend. I feel that I have worked for them when I receive them. Again, that makes all the difference in terms of having received public assistance. In and of itself, it is barely enough to live on, and you don't have to exert any kind of effort for it. Receiving those types of benefits or assistance and knowing that you have been productive and you have been busy, gives a person a different sense.

Chairman OWENS. I understand that VISTA has an employment program which provides for transition of its volunteers into employment. Also, we would like to know more about how that program works across the country.

Ms. Brown, you wanted to add something?

Ms. BROWN. Yes, I wanted to say something about the income, I think you were referring to. I am not on ADC and never have been. However, I feel that more ADC mothers should get involved with the VISTA program. In Virginia, if you are on ADC and you work, they will cut you off. If you work a part-time job, you have to do a spend-down and either you don't get all your benefits from Social Services or you get none. If your income is not too high, you might qualify for medicaid and you might not get food stamps. I think it is a good thing for ADC mothers to get involved with VISTA because even with your stipend and your insurance—for the adults, not the kids—Social Services cannot touch your ADC.

Chairman OWENS. The children still are covered by medicaid?

Ms. BROWN. Right, the children still are covered by medicaid. You still get food stamps; you still get everything, plus you get the VISTA too. I feel that if the mothers are educated to understand VISTA's program, I would try to lead them in the direction where you could be saving a certain amount of money and getting off of ADC themselves. Instead of living on ADC always, they can build up an account to do better and get better things for their family.

I think that if you are going to deal with ADC parents, you should let them know that this is a rewarding opportunity to move up.

Chairman OWENS. What are the prospects, in your opinion, for expanding a local VISTA program like the one in Portsmouth? Could we set up a Friends of VISTA locally?

Ms. BROWN. That would be nice.

Chairman OWENS. What would be the response? Would there be a lot of participants?

Ms. BROWN. I think so. A lot of teenage parents that I talk to are so young. They need to be educated about what they can do. It is really hard being on ADC, not knowing if they are going to cut your check off tomorrow. I want to make sure they know that you can do better with VISTA.

Chairman OWENS. Evidently for you and Ms. Boyd the training was successful, but you just might be exceptional people. Do you think the training in general is adequate in terms of the number of hours that VISTA provides?

Ms. BROWN. Yes, I do.

Ms. BOYD. I think so, too.

Ms. BROWN. I think great things can happen through VISTA.

Ms. BOYD. I need to add that in my written testimony I had stated that perhaps semiannual or quarterly training would be necessary for welfare recipients if the expansion materialized.

I need to say, too, that I have always worked—I am not a person that has always been on ADC—often two or three jobs at a time. You can be working and have a sense of hopelessness too. You can be working two or three jobs and still have difficulty.

At the same time, you can be a welfare recipient and have all the belief in yourself that may surpass the average person. Having

a difficult moment and knowing full well that it is a temporary solution, you also know that once you get back on your feet, you will find employment and you will go on with your life and do great things. I needed to say that, because I don't want it to come across that my thinking is just that cut and dried or that black and white; there are all kinds of in-betweens and different situations.

I think the training is adequate, but if it is expanded to focus on welfare recipients, who, for the most part, from my experience, include a substantial amount of people that lack self-esteem and so forth, additional training may be necessary.

Chairman OWENS. Would you care to comment, Ms. Woll? There are several questions involved here. Should the volunteers be encouraged to work in their own communities, or should you give a cross-cultural experience when you deal with young people and the poverty needs? They are not going to find the experience in their own community, so it is a moot question. Young people who are middle class will be working out of their communities in the areas where there is poverty. Is that a displacement factor, that other people inside the community don't get an opportunity, or is there always the desirability to have a great mix so that people come in from the outside? Do you guarantee opportunities for volunteers inside the community? You have a base of potential participants, and welfare recipients obviously are a large base of potential recipients who bring a great deal to the situation.

Ms. WOLL. In the history of the VISTA program, there was a change in thinking that there needed to be much more local participation since the program was generally a nationally recruited program at the beginning; then, of course, it went to almost an entirely locally recruited program again, and it has come back to be a bit more of a mix.

I would recommend that it stay that way. There are some programs, like the corps, that I think should stay to the degree that it is possible in their own communities and work with folks in their own communities.

But, VISTA has always had a slightly different vision of itself than the corps and other service programs do, and that was to bring people from all walks of life together; to bring the skills that Ms. Brown and Ms. Boyd would have together with someone who was coming from outside and to see what would result from that combination of folks bringing different skills and different life experiences together. I think we would all agree that we learn from people who have had different experiences—some good, some bad, but always we learn.

Unless we really want to radically alter the focus of the VISTA program—and that is to bring people from outside the community and people in the community together on projects that benefit the community, that have been decided by the community, not from outside or by those national volunteers—I believe that we should try and stay with that to the degree that it is possible.

Chairman OWENS. Have you been consulted at all by the teams of the present administration with respect to national service?

Ms. WOLL. Well, if they haven't consulted us, we have made sure that they have heard what we have said. I think that many people

probably feel the same way. So they have heard from us one way or another.

Chairman OWENS. Thank you.

Mr. Scott.

Mr. SCOTT. Ms. Woll, questions for the first panel involved which lead agency ought to be involved. Do you have any comments on that? I know some are State, some are localities, some are nonprofit agencies.

Ms. WOLL. Which State programs or which—

Mr. SCOTT. Well, I think one lieutenant governor's office was the lead agency in a program. The designation of which projects will get VISTA volunteers and what the focus will be, whether it will be on homelessness or health care or literacy, those decisions, I assume, are made by the lead agency. I guess the question is, what comments do you have as to what kind of lead agency there should be, or should we have a mix and not really address the question?

Ms. WOLL. Do you want me to respond nationally that ACTION or the commission or—

Mr. SCOTT. Well, the lead agency on the local basis varies from State to State.

Ms. WOLL. If I am correct, I think that relates more to the commission's programs in terms of the State lead agency and doesn't as much relate to ACTION programs which are administered through the ACTION then regional and State offices. But if I can get at what you are saying, I think there have to be some real clear delineations in any national service program on how you are going to merge the very complementary responsibilities of the ACTION State offices, particularly the State lead agencies, whether it is in the Governor's office or a separate office of voluntarism that has been set up either for the commission's programs or existed before them. I know that they are concerned about that as well as your two structures at the national level. I think they are complementary and could be merged in a way that would utilize both of their strengths well. You would have to do the same thing at the State level.

Chairman OWENS. Thank you very much.

If you have any additional comments you would like to submit in the next 10 days, we would certainly appreciate them. We may have some additional questions. We have certainly benefited greatly from your testimony.

Ms. WOLL. Thank you.

Chairman OWENS. Thank you very much.

The hearing is now adjourned.

[Whereupon, at 11:41 a.m., the subcommittee was adjourned, to reconvene subject to the call of the Chair.]

[Additional material submitted for the record follows:]



National Association of
Service & Conservation Corps

**National and Community Service Act Reauthorization Recommendations
Submitted by the National Association of Service and Conservation Corps**

All references to human service\service corps and conservation corps throughout the Act shall be changed to youth corps;

Sec. 2 Purposes

Subsec. (3): "begin to call young people to serve in programs that will benefit the Nation and improve the life chances of the young through the acquisition of literacy and job skills."

Add the following at the end of the sentence, "and the opportunity to participate in youth development and youth leadership activities."

Subsec. (6): "involve participants in activities that would not otherwise be performed by employed workers: and".

Insert "diverse group of" before participants.

Sec. 101 Definitions

Add "capacity building" to the list of definitions. Capacity building is defined as "activities which either strengthen a youth corps program by adding additional corpsmembers or by adding administrative and support services which will increase the ability of a corps to provide services to the corpsmembers and the community."

Add a definition of administrative expenses

Service-learning definition: Subsec. (21).

Add the underlined passages:

The term "service-learning" means a method--

(A) under which full-time and part-time students and participants in national and community service programs learn and develop through active participation in thoughtfully organized service experiences that meet actual

community needs and are coordinated in collaboration with the school and/or other institutions like national service organizations and the community; (B) that is integrated into the students' academic curriculum or provides structured time for a student and other participants to think, talk or write about what they did and saw during the actual service activity in order to promote their acquisition of primary and secondary competencies, personal and social responsibility, and democratic participation; (C) that provides students and other participants with opportunities to use newly acquired skills and knowledge in real-life situations in their communities; and (D) that enhances what is taught in the classroom and on service projects by extending learning beyond those activities and into the community and helps to foster the development of a sense of caring for others."

Add the following new section (E) to Subsec. (21): "by which youth corps participants integrate a work, education and service experience while performing community service, conservation or environmental projects."

Subsec. (28): "SUMMER PROGRAM.--The term "summer program" means a youth corps program authorized under this title that is limited to the months of June, July, and August."

Strike the language and substitute: "SEASONAL PROGRAM--The term "seasonal program" means a youth corps program authorized under this title that operates during authorized school vacations." (This change would be reflected throughout the Act.)

Subtitle C

Section 122

Subsec.(b)(1): "IN GENERAL--In the case of a State that does not apply for a grant under this subtitle or have an application approved under section 123, the Commission may award grants directly to public or private nonprofit agencies with experience in youth programs within such State."

Add the following language: "Local corps may apply directly to the Commission for funding, but the application must be consistent with the goals and principles of the comprehensive state plan and be supportive of the plan should the state receive funds."

Subsec. (c)(2): "ADMINISTRATIVE EXPENSES--

(A) BY PROGRAM AGENCY--Not to exceed 5 percent of the amount of assistance made available to a program agency under this subtitle shall be used for administrative expenses.

(B) BY STATE--Not to exceed 5 percent of the amount of assistance made available to a State under this subtitle shall be used for administrative expenses.

Strike existing language and substitute:

"By program agency: Not to exceed 20% of the amount of assistance made available to a program agency under this subtitle shall be used for administrative expenses or the amount authorized for indirect rates established by OMB Circular 121A, whatever rate is less."

"By state lead agency: Not to exceed 10% of the amount of assistance made available to a state lead agency under this subtitle shall be used for administrative expenses or the authorized amount for indirect rates established by OMB Circular 121A, whatever is less."

Subsec. (e): "EQUITABLE FUNDING OF CONSERVATION AND SERVICE PROGRAMS--The Commission shall award an equal number of grants to conservation corps programs and youth corps programs."

Strike this section.

Section 123

Subsec. (b)(1)--ReNUMBER (b)(2) and substitute new section (b)(1):

"The state application shall describe how existing local corps were included in the planning process for the state grant application. Where possible, a state should detail in its application the process it has selected for the distribution of funds, to which groups the funds will be awarded and wherever possible, specify funds to be given to each program."

(In the event that a state comprehensive plan is required, it shall describe how existing local corps were included in the planning process for the state comprehensive plan.)

Subsec. (c)(13): "a plan for ensuring that individuals do not drop out of school for the purpose of participating in a youth corps program."

Substitute the following: "a plan for ensuring that individuals are not encouraged to drop out of school for the purpose of participating in a youth corps program;"

Subsec. (d)(6): "each State will certify the training skills acquired by each participant and the credit provided to each participant for competencies developed through training programs or work experience obtained under programs that receive assistance under this subtitle."

Substitute "such State is encouraged to" for "such State will certify."

Section 124

Subsec. (a) Eliminate the distinction between conservation and human service projects.

Strike subheadings (a)(1) "in the case of conservation corps programs, focus on--" and (a)(2) "in the case of human services corps programs, include participant service in--" and simply list allowable activities.

Subsec. (a) Add new subsection (a)(4):

"Youth corps grants can also be awarded for capacity building."

Subsec. (c): "LIMITATION OF SERVICE--No participant shall perform services in any project for more than a 6-month period. No participant shall remain enrolled in projects assisted under this subtitle for more than 24 months."

Strike the first sentence.

Section 127

Subsec. (c)(1): "REQUIREMENT--Each program agency shall use not less than 10 percent of the assistance made available to such agency under this subtitle in each fiscal year to provide pre-service and in-service training and educational materials and services for participants in such a program. Program participants shall be provided with information concerning the benefits to the community that result from the activities undertaken by such participants."

Substitute the following: "Each program agency shall use not less than 10 percent

of total program funds to provide pre-service and in-service training and educational materials and services for participants in such a program. Such services can be provided with funding made available under this subtitle or with a 10 percent equivalent in cash or in-kind provided by the program agency or other sources."

Subsec.(c)(4): "PRIORITY FOR PARTICIPANTS WITHOUT HIGH SCHOOL DIPLOMAS--A program agency shall give priority to participants who have not obtained a high school diploma or the equivalent of such diploma, in providing services under this subsection."

Add after the equivalent of such diploma: "or who have serious educational deficits."

Section 128

Subsec. (b)(1): "FEDERAL SHARE--The Federal share of the cost of activities for which a grant is made to a State or local applicant under this subtitle shall not exceed 75 percent of the total cost of such activities."

Strike existing language and substitute: "The Commission on National and Community Service share of the cost of activities for which a grant is made to a State or local applicant under this subtitle shall not exceed 75 percent of the total cost of such activities. Other federal funds may be used for the remaining 25 percent match."

Subsec. (b)(2): "DEMONSTRATION OF EFFECTIVENESS--In addition to the matching requirement in paragraph (1), the State or local applicant shall demonstrate to the satisfaction of the Commission that the effectiveness of the project will be enhanced by the use of Federal funds."

Substitute "Commission funds" for "federal funds."

Section 130

Subsec. (a)(1): "not less than 16 years nor more than 25 years of age, except that summer programs may include individuals not less than 15 years nor more than 21 years of age at the time of the enrollment of such individuals; and"

Substitute "seasonal program" for "summer program" and substitute "12 years" for "15 years."

Section 132:

"POST-SERVICE BENEFITS--The program agency shall provide post-service education and training benefits (such as scholarships and grants) for each participant in an amount that is not in excess of \$100 per week, or in excess of \$5,000 per year, whichever is less."

Add at the end of the section: "Post-service benefits shall also include a cash-out option. Post-service benefits shall not be considered as income in determining eligibility for benefits under Social Security Act programs. Additionally, post-service benefits shall be exempted from federal taxes and Social Security."

Section 133

Subsec.(a)(1): "IN GENERAL--From assistance provided under this subtitle, each participant in a full-time youth corps program that receives assistance under this subtitle shall receive a living allowance of not more than an amount equal to 100 percent of the poverty line for a family of two (as defined in section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))).

Add: "Living allowances shall not be considered as income in determining eligibility for benefits under Social Security Act programs. Additionally, living allowances shall be exempted from federal taxes and Social Security."

Subtitle F-Administrative Provisions

Section 175

Subsec.(a): "IN GENERAL--An individual with responsibility for the operation of a project that receives assistance under this title shall not discriminate against a participant or member of the staff of such project on the basis of race, color, national origin, sex, age, disability, or political affiliation of such member."

After "disability" and before "or political affiliation" add "sexual orientation."

Subtitle D

Section 141

"GENERAL AUTHORITY--The Commission may make grants under section 102 to States for the creation of full-and part-time national and community service programs."

Strike existing language and substitute: "The Commission may make grants under section 102 to States, established state and national organizations and community based organizations, including youth corps, for the creation of full-and part-time national and community service programs."

Section 144

Subsecs. (c)(1) and (2): "TERMS OF SERVICE--

(1) PART-TIME--A participant performing part-time national service under this subtitle shall serve for (A) 2 weekends each month and 2 weeks during the year; or (B) an average of 9 hours per week each year of service.

(2) FULL-TIME--A participant performing full-time national service under this subtitle shall serve for not less than 40 hours per week each year of service.

Substitute the hour requirements and substitute 830 hours for full-time service over a period of six months, 330 hours for part-time service over six months.

Section 146

POST-SERVICE BENEFITS:

Subsec. (e)(1)(C): "tuition at an institution of higher education on a full-time basis, or to pay the expenses incurred in the full-time apprenticeship program approved by the appropriate State agency."

After "an institution of higher education on a full-time" add "or part-time"

Subsec. (e)(2)(B): "tuition, room and board, books and fees, and other costs associated with attendance (pursuant to section 472 of the Higher Education Act of 1965 (20 U.S.C. 108711)) at an institution of higher education on a full-time basis, or to pay the expenses incurred in the full-time participation in an apprenticeship program approved by the appropriate State agency."

After "an institution of higher education on a full-time" add "or part-time"

Add new Subsec. (e)(3):

"Post-service benefits should also include a cash-out option."

Subtitle B-1

State educational agencies should be required to ensure that community-based organizations that have demonstrated effectiveness in providing service programs in their communities, including youth corps, are given an equal opportunity to apply for and receive grants in all three categories as lead agencies in the local collaborative.

ADDENDUM

NASCC and its membership would like Congress to address the following issues, but not necessarily within the reauthorization of the NCSA.

Fair Labor Standards Act: We will need to find a solution to problems some corps are experiencing with the FLSA.

We are also seeking a solution to the problems some corps have as a result of prevailing wage Davis-Bacon issues.

We are seeking to narrow the reach of the Grievance Procedure.

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